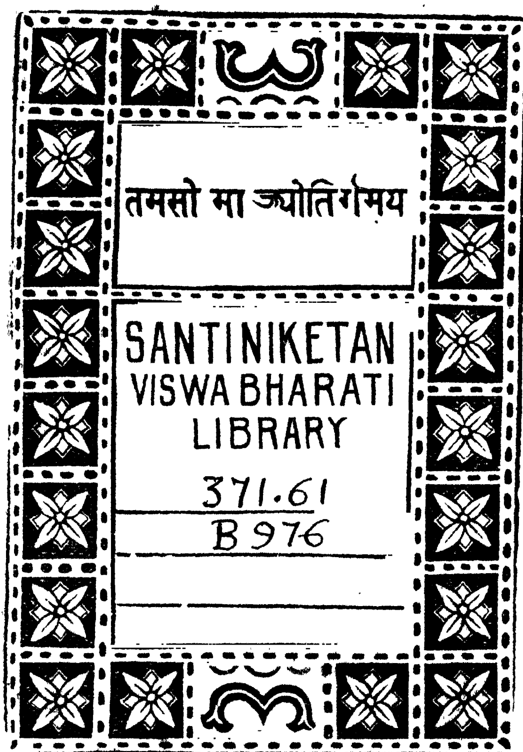
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Playgrounds:
Their Administration and Operation

Playgrounds: Their Administration and Operation

Prepared for National Recreation Association
by George D. Butler

REVISED EDITION

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To

Joseph Lee

No Man Has Done More

For Playgrounds

Preface

Playgrounds: Their Administration and Operation, first published in 1936, was designed for students in colleges and universities, for authorities administering playgrounds, and for workers on the individual playground to meet the need for a comprehensive and authoritative book dealing with the subject. Though this revised edition covers approximately the same subjects as the volume in use since 1936, it has been completely rewritten and much new material has been introduced. The book indicates the enlarged function of the neighborhood playground, describes revised standards of playground space and leadership, introduces new and up-to-date programs, and discusses current methods of dealing with a variety of playground problems. Procedures represent practices followed by playground authorities in cities with outstanding playground service.

Like the former edition, this volume does not contain detailed information on the acquisition and development of a playground system, descriptions of playground activities, rules for playground games or a consideration of subjects like swimming pools, school centers or community-wide recreation programs. These are not primarily matters of playground administration and operation, and information concerning them is available from other sources. The question "Why have playgrounds?" is dealt with only briefly. *Playgrounds: Their Administration and Operation* will help playground authorities develop a plan of operation that will assure an effective standard of service. It will prove useful to the worker on the individual playground in planning his program and in meeting the problems that arise from day to day. Finally, to an even greater degree than its predecessor, it will provide a basic text for use in playground courses offered in colleges and universities.

Many recreation workers throughout the country helped make this book possible by sharing their experiences with the National

Recreation Association. Valuable suggestions were received from the administrative manuals, program materials and other publications issued by many playground authorities. Special acknowledgment is made to the individuals and departments that gave the Association permission to quote from their material. This book owes much of its value to the suggestions and criticisms of the original edition by individuals whose cooperation was acknowledged in it. Thanks are also due to several members of the Association's staff for help in the preparation of the book.

National Recreation Association is a service organization supported by voluntary contributions. All who through their financial support make possible the work of the National Recreation Association have a share in making publications like this available to help men, women and children not only in the United States, but also to some extent throughout the world.

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CHAPTER I

The Neighborhood Playground

The neighborhood playground, almost unknown at the beginning of the century, is today the most important type of outdoor recreation area. It is not only a major feature of urban park and recreation systems, but also a center for play in the small community. The playground is now recognized as an essential feature of every residential neighborhood—in fact, with the elementary school it provides the center around which the modern neighborhood is developed. The playground, in short, has become an accepted part of the American scene.

The neighborhood playground is an area designed to serve the primary play interests and needs of children and also to afford limited recreation opportunities for the entire population of a neighborhood. For many years the playground, considered exclusively a children's area, was designed primarily to meet the play needs of the age group 6 to 14 inclusive. It is still the chief center for children's outdoor play, but increasingly it also affords facilities for the use of young people and adults. It has become a center where the people of the neighborhood can find recreation and relaxation with their families, neighbors and friends.

Playground Values

The demonstrated value of playgrounds has won support for them from many sources. Parents desire playgrounds for themselves and for their children. Educators, judges, church leaders, city

planners, government officials and other community leaders testify to their contribution to better living. Many city authorities consider it just as essential to spend tax funds for acquiring, equipping and conducting playgrounds as it is to spend money for schools, police and streets. The chief reason is that playgrounds contribute to fun, safety, health and character development. These are among the benefits which may be expected from every well-developed playground conducted under competent leadership.

Fun has been called the birthright of every child and the prerogative of every adult. The playground provides opportunities for children to have fun—to enjoy themselves completely. Young people find satisfaction, joy and sport in their participation in playground activities. Adults, too, gain wholesome enjoyment and pleasurable relaxation from their visits to the playground, either to take part in activities or to watch others play. Skills acquired on the playground in childhood or youth are often used in enjoyable leisure throughout life. It is impossible to measure the great happiness which the playground brings to the people of a neighborhood or community.

The playground contributes to the safety of children, especially in cities. By attracting children from the streets—the only other place many of them have for play—the playground reduces the number of street accidents. And it is a safe place to play, as records from many cities show. For example, in one city only three accidents were reported on its five playgrounds during a period when the total attendance was 767,868. In another city one fatal accident occurred in its 27 outdoor public recreation centers during the 44 years since its first playground was opened. At a time when traffic hazards and street accidents are on the increase, no wonder the playground has won a place of high esteem among parents and city fathers!

The opportunity and incentive which the playground affords for long periods of varied activity in the sunlight and open air are of great health value to children, especially in the crowded sections of cities. The promotion of carefully supervised strenuous sports, the provision of quiet activities during the hottest hours of the day and the building of stronger bodies through apparatus play and team games are among the ways by which the playground contributes to the health of children and youth. The value of recreational activity as a means of maintaining physical vigor has long been recognized and the necessity for a wide variety of emotional interests in order to assure good mental health has received much emphasis in recent years.

The playground contributes to character through the development of right habits, attitudes and responses in the various play activities. Moral choices must be made at every turn while persons take part in games and competitive sports. Situations continually arise which afford intelligent leaders an opportunity to guide children and youth in the development of high ideals and proper conduct. The playground has been widely heralded as a factor in the reduction of delinquency. True as this is, the potentiality of the playground as a positive force in the formation of character and in the development of leadership qualities is of still greater importance.

The development of neighborliness among the families living in the vicinity is also encouraged by the playground. While the older children are in school, mothers can gather on the playground to engage in activities, to watch their small children at play or to visit with their neighbors. During the long summer evenings the young people and adults can enjoy playground facilities, participate in activities or watch events in which members of their family take part. Occasional programs arranged for the entire family enable the residents of a neighborhood to get better acquainted. The contribution of the playground to a friendly neighborhood spirit is especially important in an apartment neighborhood. Participation in playground activities tends to foster goodwill and understanding between different racial, social and religious groups. To the extent that the playground is well designed and administered, it also tends to increase and sustain property values in the neighborhood it serves.

Desirable Characteristics

The questions may well be asked, "In what specific ways does the playground make possible the attainment of these general benefits which have been attributed to it? What is there about the playground which attracts people and causes them to repeat their visits with such regularity?" A listing of the more important characteristics of the ideal playground and of its essential services is helpful in understanding its value and popularity. Statements by children and parents in a number of cities have been drawn upon in preparing the following list:

The ideal playground is a place where:

1. All the children in the neighborhood have room enough to engage in their favorite play activities. This means a *large playground*—the kind of a playground for which children repeatedly ask. There is no crowding with resulting hazards or long periods of

waiting to play games. Plenty of space is available for the many varied things children enjoy doing and also for a limited number of facilities for young people and adults.

2. Attractiveness, orderliness and good design afford a pleasant setting for play. The playground provides a striking contrast to the street, and all too often to the living conditions in the neighborhood. Children love the playground because it is "a pretty place," free from "no-trespassing" signs, with trees, shrubbery, grass and a good surface. It is an attractive place where the mother enjoys sitting for an hour or more watching her small child at play in the sandbox or wading pool and where the parents can watch play activities during the evening hours.

3. Boys and girls can "let off steam" and use their energy without repression or annoyance to their elders. The handball court, ball diamond and playground apparatus afford outlets for energy which might otherwise be unwisely expended. Boys may steal bases, skin the cat and get other thrills without becoming entangled with the law.

4. Wise planning and leadership assure each age a fair chance to play. The young child can play where he will not be annoyed or chased off by the older boys, and where activities are provided especially for his own age group. The playground contains features for children of all ages and facilities where older brothers and sisters, mothers and fathers may play during certain periods.

5. The girls have an equal chance with the boys. Until about 11 years of age, boys and girls share many activities, but beyond that age much of their play is carried on separately. Through the provision of special facilities, careful scheduling of the use of existing features, and the planning of activities with a strong appeal to girls, the playground assures both sexes a share of consideration and service.

6. A variety of skills are developed—in crafts, team games, individual sports. The playground leader helps children acquire fundamental skills and apply them in playground projects and activities. Children become proficient in doing things, many of which they can continue to enjoy at home and in later life.

7. All degrees of ability are recognized. The playground program has a place—in the model airplane club, for example—for the person who has a high degree of skill or ability. On the other hand, any child can make sand pies or take part in the simplest craft project. Varying levels or classifications of activity provide a place for the beginner and for the "star." Those who have an ambition

to excel may satisfy it; those who do not have skill in an activity are encouraged to develop it.

8. A wide variety of interests find opportunities for expression. The person who likes to act, to draw, to do stunts, to sing, to dance or to make nature collections finds on the playground a place where this interest may be expressed and encouraged. What is more, contact with other individuals through participation in playground activities is likely to result in the development of new interests.

9. New friendships are made. On the playground many groups are formed on the basis of age, interest, skill or service. No other medium is more conducive than play to the formation of pleasant social relationships. Many children have stated that they like the playground most because it enables them to make new friends. Under the wise leader, bashfulness and timidity on the part of children are often overcome. Parents, too, can be brought together through an interest in the playground.

10. Opportunities for service are many. Older boys and girls are encouraged to take responsibility for helping with various projects, and valuable leadership training is given to those who show willingness and capacity for service. Adults, too, can help in many ways.

11. Fair play is the rule. Children are eager to visit the playground because they know that there they will be treated with kind consideration by the leaders and will have a chance to play fairly and according to the rules of the game. Self-control, courtesy, respect for the rights of others and obedience to rules are among the traits developed on the playground.

12. There is always something interesting to do. The playground provides quiet games and puzzles for rainy or hot days, apparatus to climb on, games like horseshoes or paddle tennis to play with one or two others, team games when the gang or team is present, special events to prepare for, take part in or watch, meetings of playground clubs and stories to listen to.

13. Children can play in safety. They can take part in many thrilling activities with a minimum danger of injury. As previously mentioned, the well-conducted playground is a safe playground.

14. There is a place for adventure. The playground is a land of make-believe, of enchantment, of imaginative play. Even routine events are made interesting by the resourceful leader.

15. Strong, healthy bodies are developed through vigorous outdoor activities. Overexertion, unwise competition and unsanitary habits and conditions are not permitted.

16. Every child, including the physically handicapped, receives

fair consideration and has an opportunity for happy, satisfying play activity. The program includes activities for every one, regardless of his physical ability.

17. Families and neighborhood groups may play together and neighborhood loyalty and sociability can be developed insofar as space and facilities permit.

Howard Braucher, former president of the National Recreation Association, once said, "Helping the individual child to do well and happily what he most wants to do now and will want to do later—is pre-eminently the task of the playground."

The function of playground administration is to bring to reality the limitless possibilities which the playground affords for fun and good citizenship. The playground provides happy experiences for the individuals coming to it by affording opportunities for participation in activities which the child wants to engage in and by helping him do these things well. In addition to providing activities which give momentary satisfaction the playground develops in the child continuing skills and interests which will enlarge his capacity for enjoyment in later years. Many playgrounds unfortunately fall far short of meeting these objectives. The purpose of this book is to suggest methods by which these possibilities and objectives may be more fully realized.

Essential Features

Many areas, facilities and features must be provided on the playground in order that it may fulfill its true function. Activities which the playground should make possible and features which are essential for them include the following:

1. Apparatus play, games, stunts and individual activities essential to sound bodily growth and the development of physical skills on the part of the individual boy and girl. These require carefully selected apparatus, space for informal games and activities, courts for such games as handball, tennis and horseshoes, and spaces for running and jumping events.

2. Team games and sports which have great physiological values and through group play and cooperative effort contribute to the formation of social qualities. Essential to these activities are areas and equipment for baseball, softball, volley ball, basketball, soccer, touch football and many other team games.

3. Arts and crafts, dramatics, nature and music, among the favorite playground activities which help both children and adults express

themselves creatively. Special places and facilities must be provided for these activities out of doors or in the playground building: tables and benches, an informal stage or theatre, a nature museum, and a quiet corner for storytelling.

4. The informal, individual types of activity which the child enjoys, such as play in the sandbox, the wading pool, the swing and sections of the playground not designated for any specific purpose but available for free play. A corner for the use of older adults contributes to this type of activity.

5. Community nights and special days on the playground in which families and neighborhood groups take part, in which individuals and groups have an opportunity to demonstrate skills learned and activities enjoyed on the playground, and in which the playground program can be widely publicized. Space and facilities for seating spectators are needed for such events.

6. The study of nature and the enjoyment of beauty made possible by trees, vines, shrubs, flowers, pools, and well-designed structures and facilities. Benches at suitable locations contribute to this function of the playground. Additional facilities essential to the safety, comfort and convenience of the persons using the playground are considered in Chapter II.

The term "playground" is commonly applied to a variety of properties which bear little resemblance to the type of area described in the preceding pages. One of these properties is the play lot or tot lot, essentially an area set aside for the play of preschool children. Another is the athletic field or ball field, developed for one or more forms of highly specialized sports. A third is a small section of a park in which a few pieces of children's play apparatus or a wading pool have been installed. A school yard with limited space and facilities is often called a playground. Each of these areas serves a useful purpose, but none of them can perform the functions of a fully developed neighborhood playground or make an equal contribution to the play life of the neighborhood or community.

Space Requirements

A property of considerable area is obviously needed for a playground that is to provide the various features previously listed. The space requirements for a playground are influenced by the types of facilities and areas that are to be included on it and by the size of the neighborhood to be served. The larger the population, the

larger the playground must be. Suggested space standards for the neighborhood playground vary from three to seven or eight acres. The National Recreation Association recommends the following sizes for playgrounds to serve neighborhoods of different population:

Population of Neighborhood	*Size of Playground Needed*
2,000	3.25 acres
3,000	4.00 acres
4,000	5.00 acres
5,000	6.00 acres

If a section of the playground is to be developed as a neighborhood park, as is sometimes desirable, a larger site—preferably ten acres—is needed. If the only available area falls far short of the above standards, it is usually wise to develop and restrict it primarily to children's use. In case conditions necessitate the development of a site of an acre or so as a play area for children, it is desirable to limit use of the area to children under ten years of age. The term "junior playground" is applied to this type of area.

Standardization in playground planning is neither practicable nor desirable, for varying needs and conditions in different neighborhoods require many adaptations in playground design. Nevertheless, experience has indicated the types of divisions that are usually desirable and the approximate space requirements for each. The table that follows suggests a distribution of space in playgrounds of from four to seven acres.

Name of Division	*Suggested Space in Square Feet*
Area for children of preschool age	5,000 to 10,000
Apparatus area	4,000 to 8,000
Wading pool area	5,000 to 10,000
Free play and low-organized games area	10,000 to 25,000
Multiple-use paved area	20,000 to 30,000
Area for field games	120,000 to 180,000
Area for handcraft and quiet activities	6,000 to 10,000
Area for older adults	3,000 to 5,000
Shelter house	4,000 to 8,000
Landscaped area	10,000 to 20,000
Total	187,000 to 306,000 (4.29 acres) (7.0 acres)

One acre of playground space per eight hundred of the total population is widely recognized as a desirable standard for the total amount of playground space that should be provided for an entire city. This amount includes space that is developed as a playground in community playfields or other larger properties.

Location Factors

The ideal location for the neighborhood playground, as previously implied, is as near as possible to the center of the residential neighborhood to be served. The playground is often developed at, or adjoining, the elementary school site. Location of a playground along streets with heavy traffic or near railroads, industrial sites, other natural or man-made barriers, or non-residential areas should be avoided, wherever possible.

Most recreation and planning authorities agree that there should be a playground within from one-quarter to one-half mile of every home. In densely built-up neighborhoods, or where traffic hazards would otherwise affect the use of the playground, the shorter minimum should apply; in less congested neighborhoods with relatively little traffic, people can be expected to walk as far as one-half mile to reach a playground.

Various suggestions have been made as to the size of neighborhoods which a playground should serve. As a rule, if a neighborhood has much more than 5,000 population, it is preferable to develop more than one playground site to serve the entire neighborhood. Besides, two adequate playgrounds, properly located, are likely to be used more than one larger central area.

The playfield, a type of area that provides facilities for young people and adults and that serves several residential neighborhoods, usually has a section developed as a playground. In such cases the playground section serves the needs of the neighborhood surrounding the playfield and the provision of a separate playground is therefore unnecessary.

CHAPTER II

Layout and Equipment[1]

An area intended for use as a playground can serve its purpose effectively only if it is developed according to a well-conceived plan. No standard plan can be applied to all playgrounds because the design and development of each site present a distinct problem requiring individual analysis and solution. The needs of the surrounding neighborhood and the specific uses the playground is to serve must be determined before a satisfactory plan can be prepared. The size and shape of the site, its topography, trees and other natural features, the type of neighborhood, and the amount of money available for development and operation are important factors which influence the design. Employment of a competent recreation planner is desirable and participation by the recreation authorities in the preparation of the plan is essential to assure the best results. Besides a general plan, detailed plans are needed for such features as buildings, pools, walks, grading and drainage system.

Planning Principles and Objectives

Any playground plan may be judged by the skill, imagination, and resourcefulness with which the designer has utilized the oppor-

[1] For a comprehensive and profusely illustrated book on the subject, see *Recreation Areas—Their Design and Equipment,* prepared by the National Recreation Association, 1947.

tunities for interesting and effective development afforded by the site. A fairly level area is best adapted to most playground activities, but a property with some rugged terrain may be used effectively. Informality in design is greatly to be desired on the playground and wooded slopes, hiding places, banks and ditches appeal to children and stimulate imaginative play. The natural features on the site and the size of the area influence the extent to which informality is practicable.

Gilbert Clegg, playground engineer of Milwaukee, Wisconsin, has listed four sure tests as to whether a designer has done a good job:

1. Are the boys and girls who use the playground satisfied? Do they play the games where indicated on the plan, or do they try to overcome some shortcomings by a rearrangement of their own?
2. Is the play leader enthusiastic and convinced that he has a real playground or is he always suggesting important changes?
3. Are the taxpayers satisfied with the return on the investment?
4. Do the neighbors look upon the playground as a nuisance or a benefit? Would they like to see the site return to its former use or are they proud of the playground?

Objectives to be sought in planning a playground and to be kept in mind by officials responsible for approving a plan include the following effective use of the entire site, including its natural features; provision of essential areas and facilities; multiple use of areas, where practicable; adequate space for facilities provided; ease of supervision or operation; facility of access and circulation; safety and convenience of persons using the area; economy in construction and maintenance; and pleasing appearance.

It is not possible to realize these objectives fully on every site, but to the extent that they are achieved, the task of playground operation is simplified and the effectiveness of the area is assured.

Basic Facilities

No two playgrounds are identical in their layout and facilities, but several types of features are found on most playgrounds. Apparatus, game courts and fields, a wading pool, a shelter building, seating facilities and various types of miscellaneous equipment are the most common types. A knowledge of their characteristics is essential to the design or operation of a playground.

Apparatus

Opinions differ as to the relative merits of the various kinds of playground apparatus, but it is almost universally agreed that apparatus has an important place on the playground. It is a body developer, is enjoyed by the children, is useful in developing skills, and serves a large number of children without requiring constant supervision. Perhaps the most important value of playground apparatus is that it provides an outlet for the well-known play interests of children, such as climbing, sliding and balancing.

Where limited funds permit purchase of only a few pieces, it is advisable to select apparatus which will accommodate the largest numbers. A slide, for example, offers greater service than a set of swings, although it does not accommodate as wide an age group. In a playground used by school children in connection with the physical education program, more apparatus of the gymnastic type, such as the horizontal bar or traveling rings, may be installed than in a park or community playground distant from a school. The ages of the children using a given playground also influence the selection of apparatus. The slide, swings and sandboxes appeal especially to the younger children, whereas such apparatus as the horizontal bar, giant stride and traveling rings is more popular with the older ones. Experience has shown that apparatus of the best construction is most satisfactory and cheapest in the long run.

A Committee on Standards in Playground Apparatus appointed by the National Recreation Association has recommended a list of apparatus as the minimum standard for the average playground. The Committee recognized that it is often necessary to adapt the standard to meet local conditions but suggested the following types as most desirable: [2] *For preschool age children* (*under 6 years*)—chair swings (set of 6), sandbox (in 2 sections), small slide, simple low climbing device; *For children of elementary school age (6-12 years and older*)—swings—frame 12′ high (set of 6), slide—8′ high (approx. 16′ long), horizontal ladder, giant stride, balance beam, horizontal bar; *Optional* (if available funds, space and attendance justify)—see-saws (set of 3-4), traveling rings, low climbing device. The committee also recommended that consideration be given to the following factors: proper location, arrangement and erection; regular inspection; careful supervision; fencing or marking off apparatus zones; care of ground underneath apparatus and instruction in its correct use.

[2] *Standards in Playground Apparatus,* National Recreation Association, 1937.

Another committee of recreation executives, in a report on construction standards[3] pointed out that workmanship and materials should be such as to insure safety, durability, serviceability, economical maintenance, simplicity of supervision and development and recreational value. Specific recommendations are given in the report covering such items as materials, lubrication, specifications, tensile strength and erection of apparatus. Standard steel apparatus is likely to give longer service, require less repair and in the long run prove less expensive and more satisfactory than similar apparatus constructed locally.

The development of simple, inexpensive apparatus which stimulates imaginative play has been urged by many playground authorities and several unusual kinds have been devised. The New York City Housing Authority has installed a number of unique features at some of its playgrounds. They include the following:

Dodger—Essentially a wall of cinder blocks in a rectangular pattern with wings of different sizes extending from it. The top of the wall is a series of levels and steps varying from 2½ to 4½ feet high. The Dodger is used for climbing, games and imaginative play.

Pipe Tunnel—Reinforced concrete sewer pipe, 3 feet in diameter and 4 feet in length, set in concrete. The pipes are arranged in units of three, set at different angles, approximately 3 feet apart. Sometimes the pipes are set on end or are tilted.

Play Pyramid—A concrete pyramid of 3 steps and a platform at the top, 5 feet square. It is used for sitting games such as jacks and checkers.

Whatnot—A small platform surrounded on three sides by a low wall and reached on the fourth open side by steps. The Whatnot has outside dimensions about 9 by 6 feet.

Play Log—Long logs supported horizontally by concrete or wooden posts and raised about 6 inches above the ground. These serve for a variety of uses.

The most popular types of equipment at one housing playground have been 10-foot concrete boats and a concrete airplane with a 15-foot wing spread. Valuable as these new types are—and they are conducive to imaginative, constructive play—they supplement the standard pieces of apparatus rather than supplant them.

Several cities have installed other unique features which have proved a source of interest to children and have stimulated diversified forms of individual and group play. An old five-passenger

[3] *Standards in the Construction of Playground Apparatus,* National Recreation Association, 1933.

automobile, with its top down, painted in bright colors and set in concrete so it could not be moved, gained immediate popularity on the playground where it was placed. Several airplanes from an Army depot, unfit for other use, were anchored securely on the playgrounds in one city. A 40-foot wooden battleship equipped with guns and revolving turret and a large pirates' galleon were installed on the playground at a large private housing development. Worn-out street cars and other machines, a selection of brick, pieces of lumber, empty barrels and other building materials comprise the apparatus of one of the playgrounds in Oslo, Norway. Clusters of logs of different lengths, set on end and firmly anchored, represent another idea borrowed from Scandinavian playgrounds. A large shiny but antiquated fire truck donated to a new playground by the fire department in a nearby city, was reported to be its most popular equipment.

Game Areas

A large percentage of the space on the playground is devoted to areas for games and sports, for more children come to the playground to take part in these activities than for any other form of play. Three types of areas are provided for playground games. A level open area requiring no fixed equipment is needed for circle, running and other low-organized games popular with the younger children. Courts, many of them requiring special surfacing and equipment, are needed for games such as horseshoes, handball, shuffleboard, volley ball and basketball, in which participation is on an individual or group basis. A large open level field for games such as softball, soccer and touch football is the third essential game area.

Important considerations in the planning of game areas are:

Location. The areas should be placed where there is ample room for the games to be played satisfactorily. The age group to use them and the amount of supervision the games require also influence their location. The area for low-organized games should be near the other sections used by young children, where supervision will be continuous. The tennis courts, on the other hand, can be placed in a corner of the playground far from the center of control. If the playground has uneven topography, the largest level area should be used for the field games. Orientation of the courts and fields should be considered in determining their location. Where practicable, game areas should be located along boundary fences.

Surfacing. Turf is the best surface for field games, young children's games and games like croquet and clock golf. A smooth firm surface like clay is suitable for tennis, volley ball, boccie and many other games. Some of these are also played on a paved surface, preferably a bituminous material, which likewise is suitable for low-organized games, especially on playgrounds used the year round. A few games like shuffleboard and handball require a paved surface.

Equipment. Permanent equipment is essential for most games. It generally consists of items (1) essential to the game itself, such as tennis nets and posts, goal posts for soccer and football, horseshoe stakes, handball walls and basketball backstops; and (2) incidental but necessary to playing the game in a satisfactory manner, such as baseball backstops and tennis court inclosures. Low fences and backstops often facilitate play and permit more economical use of space.

Multiple Use. The limited space in most playgrounds makes it necessary to use the same space for different games at different seasons of the year and even during the same season. Careful planning facilitates a maximum variety of uses. Baseball and football fields may overlap, space for field hockey may also be used for softball, and these fields may also be used for play days, kite flying contests and other activities. The same court may serve for both volley ball and paddle tennis. To get the maximum service from an area, removable standards or goals should be used wherever practicable, and permanent features should be erected where they will interfere as little as possible with play.

Space Requirements. Official dimensions have been adopted for many games and sports, although modifications are often desirable for playground use. Other games have no official court or field dimensions; the space requirements are merely approximate. Some games, like tennis, require considerable space around the court; others, like croquet, need little. Few games can be played satisfactorily by children on areas designed for adult use, because distances are too great and scores too few. Courts and fields for children's use should therefore be modified; it is a mistake to teach children to play games on areas unsuited to their age group. Where possible, separate game areas should be provided for children and adults; otherwise they should be laid out and marked off to accommodate each group. If the game area is primarily for children, their interests and requirements should receive preference.

The table on page 17 indicates the dimensions of the playing areas and the approximate space requirements for the most popular playground games requiring a special court or field. A few of the games listed are rarely played on the playground. Separate figures are given for adult and children's use in cases where a variation in the space requirements is desirable. The space required for a number of the games, such as soccer or touch football, is widely variable, especially when played by children, and for some games a larger number of persons than indicated in the table can take part.

Facilities for Water Play

Water play is one of the greatest joys of childhood and every playground should afford children an opportunity to take part in this activity. The wading pool is the most common means of providing water play on the playground and few playgrounds should be without one. The pool may be used for sailing model boats when the weather is not suitable for wading. A stream of pure water flowing through the playground can be made into an ideal pool, but this is rarely possible in a city, consequently artificial pools, usually of concrete, must be built. Most pools are circular or rectangular in shape. The former are from 35 to 50 feet in diameter; rectangular pools about 25 x 40 have proved satisfactory for the average playground. Good design and construction are essential to minimize problems of sanitation and operation.

Important in constructing a wading pool are the provisions for thorough drainage under and around the pool; adequate water supply with ample, properly placed inlets and overflow outlets; an adequate drain for emptying the pool, with sand trap or catch basin; water supply and outlet controls outside the pool, properly protected; maximum water depth not to exceed 15 inches; and a concrete walk, and generally a low curb or fence, surrounding the pool area.

Pools with a depth of water of 24 or even 36 inches have been constructed on some playgrounds. A pool of this type is for all practical purposes a children's swimming pool and is not recommended for the playground unless it is enclosed by a fence and the same measures are taken to insure safety and sanitation as in the case of a swimming pool. A pool with diving and swimming facilities for adults has been built on some playgrounds, but a swimming pool is not a usual playground feature.

Shower facilities have been developed widely at areas without a

Name	Dimensions of Game Areas (In feet)	Use Dimensions (In feet)	Space Required (Sq. ft.)	Number of Players
Badminton	17 x 44 (singles)	26 x 60	1,500	2
	20 x 44 (doubles)	36 x 60	1,800	4
Baseball	90′ diamond	350 x 350 (average with hooded backstop)	122,500	18
		400 x 400 (without)	160,000	
Baseball (junior)	75′ diamond	250 x 250	62,500	18
	82′ diamond			
Basketball (men)	50 x 94 (max.)	60 x 100 (average)	6,000	10
	42 x 74 (min.)			
Basketball (women)	45 x 90	55 x 100	5,500	12
Basketball (junior)	40 x 60	50 x 79	3,500	10
Boccie	8 x 62	20 x 80	1,600	2-4
Bowling-on-the-Green	14 x 110 (1 alley)	130 x 130	16,900	32-64
Bowling (alley)	3½ x 62	10 x 100	1,000	2 or more
Box Hockey	4 x 10	15 x 20	300	2
Checkers (giant)	12′ square (min.)	20 x 20 or more	400	2
Clock Golf	20-30′ diameter	40 x 40	1,600	2-8
Croquet	36 x 60	40 x 75	3,000	2-8
Croquet (modern)	41 x 85	50 x 95	4,750	2-8
Deck Tennis	12 x 40 (singles)	20 x 50	1,000	2
	18 x 40 (doubles)	26 x 50	1,300	4
Field Ball	180 x 300 (max.)	200 x 320 (average)	64,000	22
Field Hockey	150 x 270 (min.)	210 x 330 (average)	69,300	22
	180 x 300 (max.)			
Field Hockey (junior)	120 x 200 (max.)	150 x 250 (max.)	37,500	22

Name	*Dimensions of Game Areas (in feet)*	*Use Dimensions (in feet)*	*Required Space (Sq. ft.)*	*of Number Players*
Football	160 x 360	190 x 420	79,800	22
Goal-Hi	50′ diameter	65 x 65	4,225	10
	60′ diameter	75 x 75	5,625	
Handball	20 x 34	30 x 45	1,350	2 or 4
Hand Tennis	16 x 40	25 x 60	1,500	2 or 4
Hopscotch	5 x 12½	10 x 20	200	2 or 4
Horseshoes (men)	Stakes 40′ apart	12 x 52 (or more)	624	2 or 4
Horseshoes (women)	Stakes 30′ apart	12 x 42 (or more)	504	2 or 4
Horseshoes (junior)	Stakes 25′ apart	12 x 40	480	2 or 4
Ice Hockey	60 x 165 (min.)	100 x 220 (average)	22,000	12
	110 x 250 (max.)			
	85 x 200 (recommended)			
Marbles	10′ diameter	18 x 18	324	2-6
Paddle Tennis	16 x 44 (singles)	30 x 70	2,100	2
	20 x 44 (doubles)	35 x 70	2,450	4
Paddle Tennis (junior)	13½ x 39 (singles)	25 x 60	1,500	4
	18 x 39 (doubles)	30 x 60	1,800	2
Quoits	Stakes 30′ apart	12 x 44	528	2 or 4
	Stakes 54′ apart	25 x 80	2,000	
Roque	30 x 60	40 x 70	2,800	2 or 4
Shuffleboard	6 x 52	10 x 60	600	2 or 4
Six-man Football	120 x 300	180 x 360	64,800	12
Soccer (men)	165 x 300 (min.)	225 x 360 (average)	81,000	22
	225 x 360 (max.)			
Soccer (junior)	100 x 200	125 x 240	30,000	22

Name	*Dimensions of Game Areas (In feet)*	*Use Dimensions (In feet)*	*Space Required (Sq. ft.)*	*Number of Players*
Soccer (women)	120 x 240 (min.) 180 x 300 (max.)	200 x 320 (average)	64,000	22
Softball (men)	55′ diamond	275 x 275 (min.)	75,625	18
Softball (women)	55′ diamond	250 x 250 (min.)	62,500	18
Softball (junior)	45′ diamond	175 x 175 (average)	30,625	18
Speedball (men)	160 x 360	200 x 420	84,000	22
Speedball (women)	180 x 300	220 x 350	77,000	22
Speedball (junior)	120 x 220	150 x 260	39,000	22
Table Tennis	5 x 9	12 x 20	240	2 or 4
Team Dodge Ball				
(boys)	Circle 40′ diameter	60 x 60	3,300	20
(girls)	Circle 35′ diameter	50 x 50	2,500	20
Touch Football (junior)	120 x 240	140 x 280	39,200	18-22
Volley Ball	25 x 50	40 x 70	2,800	12-16

wading pool, in order to meet the demand for water play. In its simplest form the shower consists of a spray nozzle or shower head connected to a hydrant or water supply pipe. Since it is not practicable to use a shower on a turf or dirt area, shower basins of varying sizes have been built, some of them equipped with shower heads. An outlet drain near the center carries off the water. The spray pool, representing an attempt to approximate wading pool conditions, is a shower basin with a surrounding curb. It is commonly constructed so a few inches of water may be retained in the basin after the shower has been turned off. Playground spray pools and showers bring enjoyment to children but should be considered merely as a substitute for the more popular wading pool.

The Shelter House

A simple building is essential on every playground except where needed facilities are available in a nearby school or other public building. Since it is the center of control, the building should be located near the entrance and the sections of the playground requiring the closest supervision. Essential requirements are a director's office, storage space (the office and storage room may be combined), separate toilet rooms for boys and girls and at least one room for activities for small groups. A toilet and shower for the director's use are sometimes provided adjoining the office. The office should overlook the playground, particularly the section in greatest need of constant supervision. The storage room requirements vary with the facilities on the playground and the extent to which major equipment is stored at a central area. The clubroom or playroom usually varies from 300 to 600 square feet in area. Desirable features are a fireplace, window seat, built-in bookcases, and storage cabinets. A kitchenette can be used on many occasions and a heating unit is essential in buildings used the year round. A covered porch provides shelter in case of a sudden shower and is also useful for small group activities.

Entrances to the toilet rooms should be as widely separated as possible but plumbing costs are reduced by making the rooms adjoin. Outside entrances to toilet rooms are advisable. Lights should be installed outside all doors to building used after dark.

The Theater

A place where children's drama and music activities and the storytelling hour may be held without interference is needed on

every playground. The requirements of the playground theater are comparatively few, easy to meet and inexpensive. A corner of the playground, a shady spot under a tree or an open lawn area, preferably in a section distant from the noise and confusion, can easily be adapted for informal drama activities.

Plays can be presented on a stage formed by hanging inexpensive draperies on a section of the fence, and by setting up screens for wings. A wooden stage or platform erected in a corner of the playground, preferably along a fence or with a background of trees and shrubs, can serve as a stage. Where a more formal type of theater is desired, it can be provided by an elevated stage with wings and background of plant materials, a well-screened backstage area and if possible a sloping amphitheater for the audience.

An outdoor theater in combination with the shelter house has been constructed in a number of cities. It usually consists of a stage elevated above the level of the playground, flanked on either side by dressing rooms, which are connected by a roof extending over the back of the stage. A structure of this type can be used for playground demonstrations, folk dancing, concerts, dramatic productions, dances and a variety of activities.

Others

Additional features essential to the well-developed playground follow:

Tables and benches. These are useful for quiet games and for a variety of arts and crafts activities. They have an important place in the area set aside for the older people. Benches are provided for people who come to the area for rest or to watch others at play or who are waiting for a chance to use game courts or other facilities. Benches are especially useful in the small children's area where they are used by mothers, in the landscaped areas and near the game courts and fields.

Bleachers. Permanent seating facilities are seldom provided on the playground but extensive use is made of temporary or knockdown bleachers. These are provided for the use of spectators at ball games and are erected for special events such as the playground circus, pageant, play day or carnival.

Fireplace. The playground is not a suitable place for large group picnics but one or two fireplaces are sometimes erected for the use of individuals, families, Scout or playground groups. An isolated

corner, preferably wooded, equipped with one or more fireplaces or ovens, serves for steak roasts or cookouts. Tables and benches, receptacles for rubbish and running water should be readily available.

Council Ring. This valuable feature should be constructed on more playgrounds for it requires little space and is inexpensive to build. It serves playground and other neighborhood groups for outdoor meetings, campfires and cookouts, for stunt nights, ceremonials and variety programs. The council ring, built of logs or plank seats, is usually 20 to 30 feet in diameter, with a fire circle in the center.

Multiple-use Paved Areas. The growing practice of using playgrounds the year round makes the paved area an important part of the playground. Usually rectangular, it is marked off for various court games and equipped with movable goals and net posts. In addition to court games it can be used for roller skating, dancing, and general play and, if curbed, for ice skating. This area is frequently placed between the sections used by younger children and the area for field games, preferably next to the boundary fence, which serves as a backstop for some of the games.

A paved area which can be used for tricycles, scooters and other wheel toys is frequently included among the features of the section set aside for the children of preschool age.

Playhouses. Small children get great delight from playhouses which are used for playing house, store, school or other activities. Some playhouses are entirely enclosed; others have sides of chicken wire which enables the parent or leader to see what is going on. A dollhouse village and Indian tepees with designs selected and applied by the children have proved exceedingly popular. Furniture and other playhouse equipment can readily be made or improvised.

Other items include a flagpole, a rack for keeping bicycles, one or more drinking fountains, a sign indicating the name of the playground, receptacles for waste materials, a box for storing supplies and one or more bulletin boards. Sled slides of a knockdown type have been erected on some playgrounds.

Design and Construction Features

Several factors in the design and construction of the playground have a direct relationship to the ease and efficiency with which it

can be operated. They are primarily a concern of the playground planner and builder, but a familiarity with them enables the playground administrator to remedy defects in areas under his control.

Grading

Grading is the process of changing the existing levels of the playground surface in order to provide suitable spaces for the various activities. Little grading needs to be done on comparatively level areas. There should be sufficient slope to prevent water from standing on the playground but not so much as to cause the surface to erode in case of heavy rains. Otherwise bad playing conditions will result and accidents may occur. A grade of six to twelve inches to each one hundred feet is usually satisfactory on turf; a maximum of six inches is recommended on paved areas.

Drainage

Proper drainage removes excess surface and ground water which would otherwise interfere with the recreational use of an area. Surface water is usually carried off by inlets and catch basins which are connected with a storm sewer or nearby stream. Ground water, on the other hand, is collected and removed by tile drains laid under the surface of the area. The use of underground drainage is most common in the construction of wading pools, buildings, ball fields and special game areas such as tennis courts and bowling greens.

Surfacing

The maintenance of satisfactory playing surfaces on a playground presents a difficult and troublesome problem to the playground administrator. Nevertheless, the importance of providing and maintaining a good surface cannot be too strongly emphasized. Surfacing is a difficult problem because it is impossible to obtain all the desirable qualities in any one surface. Among these qualities are resilience, good drainage, freedom from dust, durability, non-abrasiveness, cleanliness, firmness, smoothness, utility, low cost, good appearance and easy maintenance.

Factors to be considered in deciding what surface to use for a particular area include local climatic and soil conditions, location and size of the area, type of activities to be conducted, extent of playing season, intensity of use, and local tastes, habits and tradition. The availability of surfacing materials and local costs of labor

and materials of various types often influence the choice of surfacing.

A satisfactory surface presents a good appearance and makes for enjoyable play. A dusty, rough or muddy surface, on the other hand, is detrimental to health and safety, is hard on clothing and equipment and is unsatisfactory for play. Turf is the most satisfactory surface for general play activities wherever the area is large and the number of users comparatively few. It will not withstand continuous intensive use, however, and is not suitable for play immediately after a rain or during periods of thaw. Turf is seldom practicable on small school playgrounds used the year round but should be provided whenever possible on areas used only during the summer months. Clay makes a firm surface for play but it should not be used when muddy, and it dries slowly after a rain. Sandy loam is resilient and dries quickly, but it becomes very dusty in dry weather. Calcium chloride is the most widely used dust binder, but various types of oil are also used for this purpose. A thin layer of torpedo sand or gravel is sometimes applied to a clay or loam surface, especially on intensively used areas. A number of cities have reported excellent results with surfaces composed of natural surfacing materials available in the locality. The use of cinders or crushed stone for a final surface should be avoided.

Concrete and asphalt are increasingly used for game courts such as tennis and handball, and also for general play. These surfaces, if properly laid, are ready for use immediately after a rain and throughout the entire year. They are expensive to construct but require little maintenance. There is considerable objection to concrete because it is hard on the feet of the players; for this reason bituminous surfaces are preferred by many. Some leaders believe cork asphalt to be the most satisfactory of the many surfacing products of this type, for it is more resilient and less abrasive than other types. There is wide agreement that on all playgrounds used intensively throughout the year, especially in connection with schools, a part of the area be surfaced with materials, preferably of a bituminous nature, which permit of play under all weather conditions.

Fencing

A neighborhood playground should be fenced, because the fence prevents the child from running heedlessly into the street, reduces the possibility of injury to passers-by from batted balls, protects the

playground from vandalism, prevents trespassing upon neighboring property, simplifies maintenance and control, minimizes the problem of discipline, and lessens outside distractions. It also facilitates the landscaping of the playground, for if the fence is set a few feet inside the property line, shrubs, grass and flowers may be planted outside. The fenced playground is likely to be more acceptable to the neighborhood than one without a fence, and its administration presents fewer problems to the playground workers. Chain link fabric made of copper-bearing steel wire, galvanized after weaving, is the most commonly used type of fence. The height usually varies from 5 to 8 feet, depending largely on the neighborhood and the amount of actual protection required, but a higher fence is needed adjoining ball diamonds on some playgrounds.

Interior fences partially surrounding such features as a small children's wading pool, volley ball court or apparatus unit facilitate their supervision, conserve space and make for safer and more satisfactory play.

Lighting

The number of recreation areas lighted for night use has increased rapidly in recent years, especially because of the greater use of playgrounds by young people and adults. Lighting greatly extends the period of playground use and increases the number of persons served. The question of lighting is highly technical and requires the advice of experienced illumination engineers. Areas can be successfully lighted for night use, not only for general play but also for such games as tennis, hockey and baseball, which require a high degree of illumination. A different intensity, distribution and location of lights are required for the various games and facilities. In general, the use of overhead wires should be avoided.

Landscaping

Children love beauty and nature, and play has a much greater influence and appeal if it is carried on amid attractive surroundings. Beauty, whether derived from existing natural features or resulting from human planning, is an essential element in playground design. Some provision for landscaping should be made on every play area, but great care must be taken in the location and selection of plant materials in order to secure the maximum use of the area for play and to minimize the problem of maintenance.

The entrance can be made attractive by planting a barberry

hedge along either side of the entrance path, and the space immediately surrounding the playground building can be planted with shrubs and vines. Vine-clad trellises over the sandboxes provide partial shade and beauty. Specially surfaced game courts may be bordered by strips of turf. Trees are an asset in the small children's play area and in the sections devoted to apparatus, quiet games and handcraft activities. They should not, however, be planted close to areas used for organized games.

An effective means of making a play area attractive from the outside is to set the fence back several feet from the sidewalk and plant shrubs, trees and vines outside the fence. A border of trees, climbing roses and vines effectively hides unattractive border fences on some playgrounds. Low hedges or rows of trees may be used to divide the different sections of the play area. In all planting it is essential to select suitable varieties for the location and climate; to plant them at the proper season; to provide ample top soil; to protect planting by proper guards; to water, trim and cultivate them; and to enlist the interest and cooperation of the playground patrons in caring for them.

The Use of Color

Playground authorities are just beginning to realize that the use of color adds to the interest in the equipment, improves its appearance and contributes to safety. Bright color paint can be used for game boxes, craft tables and benches, bulletin board frames and trash barrels. Accidents have been curtailed on playgrounds where portions of playground apparatus that present special hazards such as the edges of swing seats have been painted in vivid colors. Tinting the concrete surface of wading pools and surrounding walks reduces the glare and improves their appearances. The intelligent use of color on the interior and exterior of playground buildings is reported to have had a beneficial psychological effect upon the playground patrons and the public.

CHAPTER III

Supplies

A carefully selected assortment of supplies and materials is essential to the successful operation of the playground. Without them only limited use can be made of the space and facilities and the leaders are seriously handicapped in conducting a program. A variety of appropriate play materials on the other hand makes possible an attractive range of activities, helps assure maximum use of the facilities and assists the leaders in doing an effective job. Playground supplies may be classified roughly as play materials, office supplies and tools and maintenance supplies.

The requirements of a well-equipped playground, in the way of supplies, depend upon the nature and scope of the proposed program, the number and kinds of facilities on the playground, the ages to be served, the numbers expected to take part, the length of the season and the qualifications of the leaders. In many cities a standard set of supplies is prepared and allotted to each playground, but variations are made in the standard set in the case of playgrounds that have unusual needs by reason of their size, facilities or other factors.

Playground authorities, because of the limited funds at their disposal, must use great care in the selection and purchase of supplies. Only articles of standard, high-grade quality should be purchased, as they are likely to prove more economical as well as more satisfactory than inferior, cheaper products. If large amounts are to be purchased, preparation of detailed specifications is desirable and bidders should be required to submit samples for analysis and testing.[1]

[1] A comprehensive bulletin entitled, *Specifications for Play and Recreation Supplies*, is available from the National Recreation Association.

Play Materials

The most important and numerous of the supplies needed on the playground are those used by the participants. Few playground activities can be carried on satisfactorily without play materials and the range that can be used to advantage is limitless. The basic materials needed should be provided by the playground authorities, but children should also be encouraged to bring their own toys and other play equipment to the playground. Appeals in the local newspapers for games, athletic supplies and other play materials have yielded valuable donations from citizens in many cities. To supplement the standard set the children may make play materials as a part of the handcraft program. Bean bags and boards, softball bases, ring toss games, paddle tennis paddles, checkerboards, musical instruments, jump ropes, hockey sticks and puzzles are only a few of the items made on the playground.

Active Games and Sports

Bats, balls and other supplies used in low-organized games, individual sports and team games are universally provided, and some playgrounds spend a disproportionate share of the budget for them. They are supplied primarily for children's use, for adults are frequently required to provide their own equipment. The size of the playground and the courts and game areas on it influence the selection of game supplies. Baseball equipment obviously will not be needed if regulation baseball is not permitted. Soccer balls and basketballs, on the other hand, have many uses, even where these games are not played formally. Outseam leather covered balls designed especially for outdoor use are generally preferable to inseam balls. Rubber balls are very acceptable.

The following supplies commonly used in active games on the playground are usually furnished by the authorities:

Aerial dart birdies and paddles
Badminton sets and paddles
Basketballs and bladders
Blocks for potato races
Bounce balls
Box hockey frame
Bowling game
Croquet set
Deck tennis rings
Footballs
Handballs
Home plates
Hoops
Horseshoes, junior size, and stakes
Horseshoes, senior size, and stakes
Indian clubs
Jumping ropes
Laces

Paddle tennis balls, nets, paddles
Pump or inflator
Quoits
Ring tennis sets
Rubber balls—assorted sizes
Shuffleboard sets
Shuttlecocks
Soccer balls
Softballs, 10" and 12"; bats, bases (sets), masks
Table tennis balls, nets, racquets, tables
Tennis balls, nets
Tether ball sets
Utility balls
Valves
Volley balls, nets
Washer sets

The items in the list which follows are not provided on most playgrounds but they are found where such activities as baseball, field hockey or archery are carried on. Such supplies as bows and arrows and tennis racquets are sometimes provided by the playground authorities for class instruction or group use, but rarely for the individual participants.

Archery targets, bows and arrows
Baseballs and bats (regulation), bases (sets)
Bases
Boccie ball sets
Bowling game
Catcher's leg guards, mask, mitt
Chest protector
Field hockey balls, sticks
Fielders' gloves
First baseman's mitt
Lawn bowls
Mats for tumbling and wrestling
Punching bag
Shinny sticks
Tennis racquets

If the playground has jumping pits and a running track for track and field events, additional items will be needed. Detailed information concerning essential track and field supplies is available in publications on this subject.

Quiet Games

Materials for quiet games are especially useful for the young children and for older adults, and are needed for many activities organized on a contest or tournament basis. They also afford interesting activity during rainy weather and the hot hours of the day. Many of them are especially adapted for the use of one or two or a few children and therefore can be used during hours when attendance is low or when leaders are busy with group activities. The following items are typical of the quiet game supplies provided on playgrounds:

Bean bags, boards
Building blocks
Checkers
Chinese checkers

Clock golf set and balls
Crokinole sets
Darts and targets
Jackstones and balls
Marbles
Peg boards and pegs
Ring toss
Spools, colored, for stringing
Tools for sand modeling

Most of the items in the preceding list are used out-of-doors although some are equally suitable for use in the playground building. If there is an indoor game room, more supplies of this type can be provided to advantage and their use and care are simplified. Items such as anagrams, authors, caroms, crokinole, chess, dominoes, lotto, camelot, monopoly, parchesi, picture puzzles, rook and tricks of various kinds are provided on many playgrounds.

The following suggestions will facilitate the care and use of quiet game material. In games where dice are supposed to be used, substitute spinners. To make these spinners more durable they should be mounted on a board. Glazed linen cards are most serviceable.

For the game of checkers, paint squares on a board or table and use bottle tops for checkers. When buying more than one copy of a card game purchase those having backs of like design and color. The same is true of dominoes. Letter pieces of cut-up maps on the back in a key so that when a piece is found on the floor it may be returned to the proper game. These procedures reduce considerably the cost of game supplies.

Paste rules which accompany games in a blank book for the director's use. Where the rules are printed on both sides of sheets, copy the portion which goes face down on a sheet of paper. Copy in the blank book rules appearing on covers of boxes.

Handcrafts

The range of articles suitable for a crafts program on the playground is limited by the type of working-space and facilities the playground offers and the leaders' experience. Some excellent arts and crafts projects cannot be included in a play program because they are not practical outdoors or because they require elaborate equipment or expensive materials. Fortunately many useful and beautiful things can be made from inexpensive or cast-off materials, such as braided and hooked rugs from rags; shopping bags, samplers and cushion tops from gunny sacks; candle sconces, desk sets and vases from tin cans; utility bags, bibs and tie-dyed luncheon

sets from flour and sugar sacks; scrapbooks, belts, necklaces and posters from paper and magazine clippings.

Playground leaders often arrange for children to bring craft materials from home, or for neighborhood stores to donate cigar boxes, sugar sacks and other materials. Scrap leather from factories, yarns from knitting mills, felt scrap from hat factories or wood cast-offs from lumber yards, can frequently be secured at little or no cost. Nevertheless, many types of crafts require materials which must be purchased by the playground department or by the children themselves. Among them are beads, reed and raffia, unbleached muslin, clay (unless available locally), balsa wood for model airplanes, construction paper, linoleum and crepe paper.

Essential tools, equipment and supplies for a handcraft program include: hammer and nails, coping saw and blades, paring knife or jack-knife, needles and thread, scissors, sandpaper, paste, crayons, water colors, paint or enamel and a paint brush. Additional desirable items are: files, eyelet punch, awl, plane, pliers, tin snips, vice, razor blade and holder, jig-saw frame and blades, square, crochet hook, pins, dowels, screws, string, dye, several stains, shellac, glue, turpentine and brushes.

Many cities furnish each playground a standard handcraft working kit containing the necessary tools and equipment. Some authorities purchase materials in large orders, distribute them to the various playgrounds and sell them to the children in small quantities at cost price. Besides the standard set of handcraft supplies available to playground workers on requisition, some playground departments have prepared kits for use in connection with such special projects as miniature aircraft building, boat building, lead casting, weaving and clay modeling. These kits are loaned to a playground for a period of two or three weeks. Expensive items such as woodburning needles, block planes and carving tools are often made available to a playground on a loan basis. Under such an arrangement several playgrounds are able to conduct a number of handcraft activities at minimum expense for tools and materials.

Special Activities

Sandbox play can be made more challenging if tools and materials are provided that facilitate modeling projects. A rake, hose and flat board are useful in preparing the sand, and modeling tools include a paddle, marker, knife and patter. Sieves, shovels and pails are suitable sand toys for the preschool child.

A toy symphony or rhythm band is a delight to young children and requires a variety of simple instruments. The following set of instruments provides for a 25-piece band: 10 pairs rhythm sticks, 1 pair cymbals, 4 jingle clogs, 2 sleigh bells, 2 tambourines, 1 pair castanets, 1 triangle, 1 bell, 2 snare drums, xylophone, and 1 wood block. A Victrola or radio with record player furnishes music for folk dancing, concerts and choral groups.

Many interesting forms of play for young children are made possible by furnishing such materials as the following: play houses, packing boxes, boards, sawhorses, ladders, building blocks, barrels, cheese boxes, bricks, lumber, hoops and burlap bags.

Many playgrounds include the following miscellaneous but important items: Athletic supplies: Whistle, megaphone, measuring tape, laces for balls, inflators, lacing needles, neatsfoot oil and mending kit. First-aid kit: This is a "must" on every playground. A list of first-aid supplies appears in Chapter XXIII. Storage box or cabinet: One or more of these are needed in the playground building or out-of-doors on large playgrounds for supplies and materials. They should be sturdily built with well-planned compartments and should be equipped with a padlock. Ribbons, athletic badges, certificates and other forms of award. Bulletin boards: One or more of these should be placed at strategic locations. Flag: The American flag should be flown on the playground every day it is in session. In some places each playground also has its own playground flag. Bicycle rack: A movable but well-constructed rack for the storing of bicycles is needed on most playgrounds.

Indoor Activities

Every playground building containing a room suitable for indoor activities needs supplies for an indoor program. Some of the supplies already listed are equally useful indoors and out but the following are primarily indoor items: Aquarium, card tables, case for storing toys, doll furniture, dress-up clothes, housekeeping materials, junk box for rainy days, kindergarten tables, large blocks, magazines and scrapbooks, model airplanes and autos, nature collection, peg boards, piano, picture books, sand table, screens with interchangeable panels, simple scenery, small chairs and terrarium.

Circulating or Loan Services

Funds, space and personnel are not sufficient to permit each playground to have all the equipment and materials it would like to

have for use during the year or season. The playground department, however, can supplement the supplies on the individual areas by means of special items made available to each playground on a scheduled basis or loaned for a brief period. The following are a few examples of loan supplies: Starter's gun, stop watch and judges' platform, for track and field meets; motion picture projector and films, for movie shows and community nights; public address system, for special outdoor events; lantern slides, for meetings and neighborhood gatherings; camera and equipment, for photographing feature events; record player and amplifier, for playground dances; costumes, for a pageant, circus or other production; circus properties; and picnic kits.

Some departments have portable equipment that makes the rounds of the individual playgrounds, according to a prearranged schedule. Examples of such portable equipment are organ; barnyard or zoo; theatre with stage lights, piano and public address system; circus wagon; and puppet theatre. These features are found primarily in the large cities where special operating personnel are available. They add greatly to the variety and interest of the playground program.

Parties

A party kit is a useful feature on playgrounds where the building affords a recreation room suitable for parties and other forms of social recreation. It can be used not only for events in the playground building but also for local groups. The following list of party materials will be helpful in selecting supplies for use in conducting social recreation programs and in assembling a party kit:

Whistle
Bean bags
Wooden blocks (1″ thick by 2″ square, with hole in center for carrying on a string)
Balls of colored twine
Colored chalk
Small scissors
Glue, clips, thumb tacks
100 feet light rope
Candles and safety matches
Heavy knife
Volley ball
Volley ball net
Thin wooden discs 6″ in diameter—painted two colors
Alphabets on 6″ cards
Short sharpened pencils
Paper of pins
Lacing needle
Pump
Paper supplies
Crepe paper decorations
Song sheets
Game book
Song book with piano accompaniments
Carrying bag or case

Standard Set of Supplies

Every playground system differs in the number and types of supplies it provides on the individual areas, just as the needs of individual playgrounds vary. Yet there is sufficient similarity in playground programs so that one city can benefit by the experience of others in the selection of playground supplies. Two lists follow which represent the standard set of supplies furnished each of the playgrounds in two different cities:

CITY NO. 1

Number Issued	Item
	Active Games
4	Softballs
3	Softball bats
1	Rubber volley ball
1	Volley ball net
1	Utility ball
3	Bases
1	Croquet set
1	Washers set (4)
1	Horseshoes pony set (4)
1	Horseshoes regular set (4)
2	Paddles—large wooden
2	Jump rope
	Arts and Crafts
6	Water color brushes
2	Paint brushes 1" or 2"
3	Boxes crayons
2	Pairs scissors
50 sheets	Construction paper
20 sheets	Manila paper
4 sheets	Sandpaper—coarse
4 sheets	Sandpaper—fine
1	Tube paste
1 package	Thumbtacks
1	Shellac—pints
4	Showcard color—jars
3	Coping saws
1 dozen	Coping saw blades
1	Hammer
	Quiet Games
1 box	Checkers
1	Checker board
1	Lotto
1	Dominoes set
1	Old Maid
1	Puzzle
	First Aid
1	Ammonia
1	Adhesive tape
1	Alcohol
6	Band-aids
1 each	Bandage 1" and 2"
1	Cotton
1	Merthiolate
	Maintenance
1	Lime (to mark courts)
1	Water testing kit

City No. 2

Athletic Equipment

Number Issued	Item
1	12″ rubber softball
1	12″ softball
1	10″ softball
2	Softball bats
1	Softball mask
2	Baseballs
2	Baseball bats
1	Catcher's mask
pair	Leg guards
1	Body protector
1	Catcher's glove
3	Fire hose bases
1	Baseball target
2	Horseshoe sets
4	Horseshoe stakes
1	8½″ rubber ball
1	10″ rubber ball
1	13″ rubber ball
2	Tether balls
1	Tether ball pole
2	Tether ball paddles
1	Deck tennis ring
1	Paddle tennis set
2	Paddle tennis poles
1	Soccer ball (rubber)
1	Basketball (rubber)
1	Volley ball (rubber)
1	Volley ball net
1	Badminton net
1	Box hockey
1	Box hockey ball
2	Box hockey sticks
1	Ping pong table
1	Ping pong net
6	Ping pong balls
4	Ping pong paddles

Arts and Crafts

Number Issued	Item
4	#1½ sand paper
4	#2 sand paper
6	Coping saws
12	Coping saw blades
1	Large hammer
1	Large cross cut saw
1	Block plane
2	3″ clamps
1	File
1	Rasp
1 box	Brads
1	Hand drill
2 boxes	Crayolets
2 boxes	Jumbo crayons
1 jar	Paste
1 package	Manila drawing paper
4	Scissors
1	Crepe paper twister
1	Ruler
1	Red crepe paper
1	Blue crepe paper
1	Yellow crepe paper
1	Green crepe paper
1 package	Colored paper
	Barometer solution
1 dozen	Blotters
1 jar	Shellac
	Show card paints
1	Red
1	Blue
1	Yellow
1	Green
1	Black
	Paint brushes
3	easels
3	½″
3	1″
1	LePage's glue

Number Issued	*Item*
2 cans	Enamel paint
1 jar	Turpentine
3	Paint cups
1 jar	Alcohol
	Calico
	Unbleached muslin
2 packages	Cotton batting
2	White thread
2 packages	Needles
9 colors	Embroidery thread
2 colors	Yarn
1 package	Jersey loopers
	Reed and raffia
8 lbs.	Clay for modeling
	Games
1 set	Dominoes
2 sets	Checkers

Number Issued	*Item*
2	Checker boards
1 set	Jacks
1	Indian club
1	Jump rope
General Playground	
2	Craft tables
1	Bulletin board
1	Bag of lime
1	Dry court marker
1	Roll bicycle tape
1	Box thumb tacks
1	First-aid kit
1	Hand pump
Miscellaneous	
1	Shovel
1	Rake

Office Supplies

Even though record keeping and office work should be kept at the minimum essential for effective service, every playground needs an office. In addition to one or more desks and chairs and a cabinet for supplies, the office should have a bookcase, telephone, fire extinguisher and cash box. Stationery, rule books, record books, report blanks and other required forms, clip boards, pen and ink and score sheets for games are additional useful items.

Part of the office equipment at each playground might include the following: 2 transfer cases, 1 waste basket, 1 3″ x 5″ oak card tray, 1 18″ ruler, manila folders—letter size, 3″ x 5″ index cards, 1 calendar pad, 1 wire letter basket, 3 grip binders, gem clips, and thumb tacks. The grip binders are used as files for office and department correspondence and miscellaneous bulletin material; the index cards are for address files and organization lists; the calendar pad serves to record coming events and as an official booking device.

The central office of the department responsible for playground operation requires a complete set of equipment and supplies comparable to those in any business office.

Publications

A library for the use of the playground workers is an essential but often neglected feature. To provide a varied and attractive program, leaders frequently need to refer to sources of information on games, sports, crafts and other activities. A set of official rules is necessary both for instructing and for officiating at match games. A comprehensive library cannot be provided at each playground but a carefully selected set of publications is just as important as game or handcraft supplies. A library is more important at playgrounds open the year round than at centers open only a few weeks.

Varying local conditions make it impossible to compile a list of specific items which would be entirely satisfactory for every playground library. The library should be enlarged as new needs arise, new projects are incorporated in the program, and new publications become available. The following suggestions are offered as to the types of material which might well be provided at every playground: a staff guide or manual issued by the local playground department; a set of the bulletins issued by the department containing special instructions or program suggestions; booklets containing official rules for games used on the playground, such as volley ball, basketball, softball, soccer; a comprehensive book on all types of games suitable for playground use; a manual on first aid; free or inexpensive bulletins on craft activities available from manufacturers of craft materials and other sources; mimeographed materials covering other phases of the program such as lists of plays, suggestions for nature activities, playground circus, special days, a collection of songs and perhaps a supply of song leaflets; and publications on the organization and operation of playgrounds.

Supplementing the literature at the individual playgrounds, the department library should contain the outstanding books on all phases of activity which are included in the program. This library is indispensable to the executive and the administrative staff in planning and supervising the entire program, and is useful to the individual playground leaders in planning for special events and in enlarging their play programs. Typical of the material that merits a place in the playground department library are many of the titles listed in the bibliography at the end of this book.

Tools and Maintenance Supplies

The number and kinds of tools needed on a particular area depend upon not only the area itself but also the system adopted

for maintaining it. If a caretaker is employed to keep the grounds in condition he will need most of the articles listed below. On the other hand, if a repair or maintenance crew visits the playground periodically all the tools are not needed on each ground. Many playgrounds include these items in their tool kit:

Brooms
Drag, hand
Dry court marker
Hammer
Hedge shears
Hoe
Hose, garden
Hose reel
Lawn mower
Locks for gates, buildings and cabinets
Mops
Pails
Paint brushes
Pliers
Pruning shears
Rakes
Roller, hand
Saw, large
Screw drivers
Shovel
Sickle
Spade
Sprinkling can
Waste containers
Water testing kit
Wheelbarrow
Wrench, monkey
Wrench, Stillson

Several types of maintenance materials and janitor's supplies are needed on every playground. Some are used daily; others from time to time. Among them are cleaning and lavatory supplies, lime, paint and other materials for marking lines on fields and courts, electric light bulbs, calcium chloride or other dust binders, chloride of lime for the sandbox or wading pool, grease for the apparatus, sawdust and sand for the jumping pits. A continuous inventory should be kept and requisitions for replacements should be sent in before supplies are exhausted.

Care of Materials

The life of game supplies and other materials used in the play program can be lengthened, and the cost of replacements reduced, by taking proper care of them and by instructing children in their proper use. Even the best of products will give only mediocre service if abused or used under conditions for which they were not intended.

Suggested Rules

The following rules include the steps taken on many playgrounds to secure maximum service from game materials:

1. Allow little game material to be used outside on damp and rainy days. At such times never issue new equipment. Properly oil balls used during wet weather and do not expose them to the weather while drying.

2. Inflate balls fully according to the manufacturer's instructions and check pressure regularly. This insures longer wear and makes games faster and more enjoyable.

3. Keep leather equipment slightly oiled so that the leather is never dry. Passing an oiled rag over the leather balls daily is satisfactory.

4. To lengthen the life of most bats, tape the handles and insist that the side of the bat which has the trade mark imprinted on it does not come in contact with the ball. Similarly, tape hockey sticks at the neck.

5. Do not permit children to sit on inflated balls, to kick volley balls or basketballs, or to bat softballs against handball walls or fences.

6. Permit croquet mallets, paddle tennis paddles and other similar equipment to be used only for the particular games for which they are intended.

7. See that bats are not struck against fence posts or backstops and are not thrown carelessly.

8. Use soccer balls or old basketballs and volley balls for low-organized games, such as dodge ball, and for general use. Do not permit the use of handballs for playing jackstones—cheaper balls are equally satisfactory.

9. Lengthen the life of croquet mallets and balls, paddles and other wooden equipment by giving them a coat of spar varnish at the end of the playground season. This will keep them from drying out during the winter, and in the case of the mallets will prevent the heads from flying off the following season. Give field hockey balls a coat of enamel.

10. Bring canvas equipment such as baseball bases inside at night and during wet weather to prevent mildew.

Storage Methods

A suitable place and method of storing play materials facilitates their use and helps keep them in good condition. Often supply cabinets or boxes are furnished each playground, designed with spaces for storing the specific items assigned to the playground. Keep these locked and accessible only to the workers. Put supplies away

properly and check them at the end of each day or period; then missing articles can be detected readily. Durable boxes—preferably of steel—have been found most satisfactory for the storage of quiet games. The names of the games should be painted in white ink and shellacked over. Glass jars are suitable for keeping some crafts materials such as nails, beads and eyelets, as the contents are easily seen, but paper is best stored flat. Brushes and pans used for painting need to be cleaned promptly and thoroughly with the proper thinner and if possible washed with soap and water. Bottle caps serve satisfactorily as receptacles for small amounts of paint and they can be thrown away after being used.

It is equally important that records, reports, bulletins and other office materials be kept in an orderly fashion. "A place for everything and everything in its place" is a rule which, if applied to the playground office, will add to the effectiveness of the playground worker's service and will help in creating a respect for orderliness on the entire playground.

Supplies and materials borrowed by an individual playground for use at special playground events such as a play day, circus or pageant should be returned immediately to the storeroom. Costumes, Maypole streamers, properties and other materials need to be carefully folded, wrapped and marked in order to assure their proper care and storage.

Since play materials can be kept more safely at a central storehouse, the entire supply needed by the individual playgrounds is rarely issued to them at the beginning of the season. Materials can be requisitioned from time to time throughout the season as needed for use in the program. At most playgrounds open during the summer only, all play materials are sent to the central storehouse at the end of the season. This arrangement tends to prevent thefts, permits storage under favorable conditions, makes possible an inventory and enables needed repairs to be made before the next season.

A method of issuing materials that assures their return is also essential. On small areas where the directors are well acquainted with all the persons who attend the playground no special problem is presented, but on large heavily attended areas a procedure must be used that prevents loss by theft or carelessness. A practical method of dealing with this situation is to set up in one card file the names of all persons using equipment and in another an index of every piece of equipment in use. When a person checks out an item, his card is removed from the name file and placed in the

equipment file under the item checked out. When the equipment is returned the name card is put back in its own file. On some playgrounds with a registration system a child who borrows equipment must turn in his registration card, which is given back to him when he returns the equipment.

Repairs

Economy demands that specific arrangements be made for the repair of game supplies and other play materials if they are to give the longest possible service. An experienced recreation director offers the following suggestions with reference to the repair of expendable equipment:

> Repairing is an important part of recreation supply first aid. To illustrate: Under normal playing conditions, on local recreation areas, the playground ball in use begins to break down after approximately three weeks of play. By careful repairing these balls are kept in play for two months or longer.
>
> *Repairs on the Playground.* Every recreation director should be equipped with a tire patching outfit, some waxed linen thread (shoemakers' thread) and a heavy curved mattress needle. Rubber balls, bladders, and even the fairly recent fabric-constructed rubber-covered footballs, basketballs and soccer balls, can often be repaired by application of a cold patch. Patching outfits are inexpensive and they justify their cost many times over. Leather goods which have stitching and especially the baseballs, playground balls, catchers' protectors and inflated leather balls, can readily be repaired by sewing. If the surface of the ball wears out and it becomes necessary to apply a patch, the job can best be done by a shoemaker. For best results, repair sewing should be done immediately the stitching shows signs of breakage.
>
> *Major Repairs.* Certain kinds of repairs require special equipment and workmanship not accessible at the recreation center. Such equipment usually is sent to a central repair shop or is taken care of by a traveling repair man.[2]

Whenever possible repairs should be made immediately, but where there is a sufficient supply of game materials, those needing care may be set aside for a rainy day when playground leaders may spend time profitably in making repairs.

[2] L. A. Orsatti, *First Aid to Recreation Supplies,* National Recreation Association, 1942.

CHAPTER IV

Maintenance

The playground represents a considerable investment in land, facilities and equipment, which require regular maintenance and repairs if they are to yield maximum service. Playground authorities therefore have a responsibility for making sure their playgrounds are maintained in the best possible condition. The amount of time and effort required to accomplish this varies with such factors as the size of the areas, number and variety of facilities, materials used in their construction, kind of surface, topography and amount of landscaping. The problem of maintenance is less in a small, level, paved playground with little equipment than in a large, uneven, landscaped area with a variety of facilities; but in any case a definite plan must be worked out to assure the highest degree of utility, safety and attractiveness. The plan should include both the recurring housekeeping activities essential to the upkeep of the properties and the repairs and major servicing that need to be performed each year or season.

The playground is no exception to the rule that every property designed to serve a useful purpose requires continuous care in order that it may serve its purpose. Playground maintenance is important because it helps protect the investment in the property. It prolongs the usefulness and life of the improvements and thereby minimizes depreciation. Neglect of maintenance necessitates costly repairs and replacements; careful upkeep and promptness in making needed repairs, on the other hand, prove good economy in the long run.

The attractive, well-maintained playground is a good neighbor

and a source of pride to the people of the community. Its beneficial effect upon property values affords evidence that it is an asset to the neighborhood. The playground where plantings are neglected and improvements are allowed to fall into disrepair soon loses its popularity and may eventually become a neighborhood liability. Studies have shown that children will walk past an ugly playground in order to reach one where they can play in pleasant surroundings.

Safe and satisfactory play depends in large measure upon well-maintained areas and facilities. Carefully inspected apparatus, clean wading pools and smooth, well-marked game courts and fields are enjoyed by the persons using them and present a minimum hazard to health and safety. Badly maintained features, however, may become unsafe and unsanitary and are difficult if not impossible to use satisfactorily. (See Chapter XXIII for suggestions for assuring safe and sanitary conditions on the playground; and Chapter III for methods of caring for playground supplies.)

The conduct of people is influenced by the condition of their environment and good maintenance therefore has a psychological value. Children and adults tend to respect property that is kept clean, attractive and orderly. The problem of vandalism is likely to be minimized on the well-kept playground but the opposite condition is certain to prevail on an area where maintenance is neglected.

Operations

The maintenance requirements of playground areas, facilities and buildings and the operations necessary to meet them are many and varied. Their nature and scope depend upon the features on the playground, the materials of which they are constructed and also upon such factors as climate and length of the playground season. Operations are of two general types: the more important steps that must be taken to prepare the playground for seasonal use and the major repairs that must be made from time to time; continuous work that must be performed throughout the season, sometimes characterized as housekeeping.

Advance planning of all maintenance operations is necessary, regardless of the season in which the playground is to be open for use. Otherwise, when the time for opening the playground arrives, labor and materials may not be available, valuable playing time is lost and delays may interfere with the scheduled program. Some repairs such as painting fences, buildings and equipment or resur-

facing walks and game courts cannot be made readily while the playground is in use, so they should be completed before the playground opens. Steps must be taken to prepare an ice skating rink before freezing weather sets in because often it is practically impossible to build one after the arrival of winter. In most cases the major maintenance is done in the spring months, but a schedule of maintenance operations and needs for each of the four seasons is needed at playgrounds conducted the year round. Operations cannot always be carried out on schedule because of weather conditions, but a definite plan helps assure the efficient use of labor and equipment.

Annual

Some of the most common and essential procedures performed each year in order to keep the playground in good condition follow:

Clay areas. Rehabilitate as needed.

Turf areas. Apply topsoil, fertilizer and lime as needed; seed bare spots and roll.

Bituminous areas. Fill cracks, build up depressions with premixed materials, paint lines as needed. Seal and top dress surface about every three years.

Concrete areas. Clean and patch cracks, clean and refill expansion joints and paint lines as needed.

Water. Check water lines, install meters and drinking fountains and remove at end of season.

Electricity. Install services such as floodlights and meters and remove at end of season.

Catch basins. Clean out all drains and catch basins.

Ball fields. Scarify, mat and roll skinned areas; rebuild pitcher's mound; install removable goal posts, bleachers and backstops and remove at end of season.

Equipment. Erect removable playground apparatus, tables and benches and portable buildings and remove at end of season.

Sandboxes. Change sand.

Horseshoe courts. Replace broken frames, reset stakes and refill frames.

Winter sports. Erect sled slides; prepare ground or paved areas to be used for ice skating and install lights and remove at end of season.

General. Paint and repair equipment as needed—benches,

portable bleachers, playground apparatus, goals, backstops, picnic and game tables, council ring, outdoor theatre.

Continuous

A playground used by many people each day requires daily attention in order to keep it neat, clean and attractive. Many housekeeping duties should be performed each day, such as keeping the playground free from papers, glass, rubbish and other materials which are brought to the playground by the children or which are used in connection with playground activities, such as handcraft. Certain parts of the playground need to be raked or swept daily. The drinking fountains, wading pool, sandbox, toilets and shower rooms require special attention. In case a facility gets out of order, it should be removed from use at once and immediate steps taken to have it repaired.

The entire area should be inspected frequently. Holes should be filled promptly and stones or other materials which appear above the surface should be removed. Where the surface of a playground is badly washed after a rain, an attempt should be made to divert the water by some means such as a gutter or drain, in addition to leveling the surface. A surface that is too dry and dusty should be treated with calcium chloride or another dust binder, or it should be sprinkled occasionally. Constant care needs to be taken to prevent the clogging of drains, especially around the drinking fountain and wading pool, and a resulting muddy surface condition.

Plants require special care and yet they are the most neglected feature on some playgrounds. Intensive use makes the maintenance of turf a difficult problem, even where a satisfactory soil has been provided and a good stand of grass established. In order to maintain turf even under the most favorable playground conditions fertilizer must be added; water must be applied during dry weather; mowing and occasional periods of rest are essential. Playground lawn areas rarely receive as much attention as similar areas in landscaped parks, and yet they need even greater care because of the intensive use to which they are subjected. Similarly, trees and shrubs need to be not only protected but also helped by fertilization, irrigation, pruning and other care, in overcoming the adverse conditions in which they are often growing.

Apparatus and Facilities. Responsibility for inspection of the apparatus and grounds and for making sure they are in satisfactory condition must not be taken lightly. Inspection assures the prompt

discovery of broken or defective apparatus and thereby reduces the probability of accidents. In some cities directors are required to certify on their daily or weekly reports that they have inspected the apparatus and that it is in good condition. Such a statement protects the department in case of accident due to defective apparatus, but if negligence can be proved the director may be held personally liable. Standardization of equipment reduces the cost and simplifies the problem of repair and replacement by making possible the interchange of parts.

The following are a few suggestions for the care of equipment and some added comments with reference to specific types of apparatus.

General

1. Inspect apparatus at the beginning of each day.
2. Look for broken parts, slivers, protruding nails, loose joints, bolts and fastenings.
3. Make all minor repairs and adjustments immediately.
4. Report all other needed repairs or parts to the office at once.
5. Withdraw all defective apparatus from use immediately.
6. Inspect ball-bearing connections and movable parts frequently and lubricate them thoroughly.
7. Make sure that ground under apparatus is in good condition and free from protruding rocks and holes.
8. Remove at once dangerous objects on ground such as bottles, wood with nails, fruit skins.
9. Take in all removable apparatus when playground is not in use, when it is slippery and therefore dangerous to use, or when ground below it is muddy.

Slide

1. See that steps are safe and braces firm.
2. Watch for slivers, screws, or nails in sides or bed of slides or protruding between sections of slide bed.
3. Keep a soft landing surface at foot of slide.
4. Oil maple slide frequently with raw linseed oil or wax it.
5. Watch for and eliminate rust from metal slide bed.
6. See that slide is not soaped or greased.

Swings

1. Examine hooks, hangers, clamps, suspensions and connections daily.
2. Make sure swing frames are securely braced.
3. Prevent the formation of holes under swing seats by raking and leveling ground regularly.
4. Take down baby swings at night and fasten others to uprights. (Some authorities believe it preferable to leave

regular swings in use rather than to chain them to the frames.)

Sandbox

1. Keep free of paper, lunch and sticks.
2. Keep sand for use of older children moist enough to hold together.
3. Rake and turn sand daily to keep it sanitary and loose.
4. Cover sandbox at night unless playground is fenced and closed.
5. Place sandbox where sun will shine on it at least part of the day.

Teeters

1. Watch for slivers, loose screws or nails in the seesaw board.
2. Replace board at first sign of splitting.
3. Be sure that attachments at fulcrum are fastened securely.

Giant Stride

1. Watch attachments and splices.
2. Be sure ground around stride is free from all depressions and obstructions.
3. See that pole is firmly in place.

Gymnasium Frames, Bars and Rings

1. Inspect carefully upper and lower connections on sliding poles, rings and ladders.
2. Make sure that bars do not turn because of loosened connection.
3. Fill pits beneath apparatus with sand and/or shavings which should be kept loose and comparatively level.

Wading Pool

1. Empty and scrub pool regularly to remove dirt and prevent bottom from becoming slippery.
2. Clean out sand trap regularly.
3. Have an analysis of the water in the pool made daily.

Backstops, Goal Posts, etc.

1. Inspect regularly to see if foundations are loosening or uprights becoming weak below surface.
2. Make sure that all guy wires, supports or braces are in good condition.
3. Repair or replace immediately any holes in backstops.
4. Keep all nets taut.
5. Paint exposed surfaces regularly.

Game Areas. A well-maintained court or field is essential to satisfactory play. Most games in which a ball is used require a smooth level playing surface in order that the ball may roll or bounce accurately. Players also need a firm, even surface for games involving

speedy action. The problem of maintenance is relatively simple on paved courts; but on clay, dirt and turf surfaces continuous upkeep is necessary to prevent them from becoming worn, uneven or dusty.

It is exceedingly difficult for playground leaders to teach obedience to the rules of the game if the lines marking the courts or fields are so indistinct as to make it impossibe to distinguish between "in" and "out." Accurate lines are especially necessary in court games such as tennis and handball, but they are also essential to field games like softball. Furthermore, the appearance of the playground and the resulting impression upon both children and adults are likely to be improved by having courts and fields marked accurately and distinctly.

Where the court has a bituminous or concrete surface, lines painted on the surface with white road paint will last for several months. Apply first a coat of shellac or aluminum paint, especially on bituminous surfaces, to prevent the asphalt from turning the lines yellow. Whitewash, whiting, lime or cold water paint may be used for a liquid marking on clay, dirt or turf surfaces. A suggested mixture consists of ¼ pound dry glue, 5 gallons of water and 10 pounds of unslaked lime. The glue is soaked in the water to dissolve it; then the lime is stirred in. The mixture should be kept in a covered barrel, can or crock, and stirred before using. Slaked lime is commonly used for dry marking.

Lines are generally made with a rotary marker although marking can be done with a brush if few lines are needed. A stretched cord usually serves as a guide but sections made of two 20-foot 2 x 4's fastened together and forming a groove 2 inches apart are sometimes used in marking small courts. Lines may easily be made by painting with a 2" brush between the two boards.

Clay and dirt areas such as tennis courts require much raking, brushing and rolling, the frequency of these operations depending upon weather conditions and intensity of use. In dry weather application of a dust binder like calcium chloride is usually necessary to keep the areas from becoming dusty. Constant care must be taken to prevent these areas from being used while wet as such use may spoil the playing surface. Since clay courts require time and expense to keep them in good condition, paved courts, which require little maintenance, are becoming more popular for the neighborhood playground.

Ball Diamonds. The heavy and continuous use to which softball and baseball diamonds are subjected presents a serious mainte-

nance problem to playground authorities. On skinned diamonds the infield should be raked, leveled, dragged with a rail or drag and rolled from time to time. In dragging the diamond, make a start outside the base paths and progress toward the center. For a diamond with a turf infield, a steel door mat serves as an effective drag for the baselines.

Do not permit holes to develop at pitcher's and batter's boxes and at the bases. Rake, add surfacing materials and tamp these places frequently. Mow the grass in the outfield and around the diamond regularly and soak the turf thoroughly once or twice a week in dry weather. Mark off foul lines, preferably with wet lime, at least two hours before each game. Whiten the pitcher's box and home base with dry lime before each game and mark off the batter's boxes. A frame, constructed so it fits snugly over the home base, facilitates the latter operation. Sprinkle the diamond when necessary, unless it is treated with a dust binder. Do not permit the diamond to be used when wet or otherwise unfit for play. Fasten down all bases securely.

Wood Floors. Wood floors in playground buildings require special care and workers need to receive instruction as to methods of maintaining them. Some departments provide floor dressing and steel wool for every recreation building and warn caretakers not to use wax on the floors of the buildings. Keep the following recommendations in mind:

1. Never use water or oil in cleaning floors.
2. Sweep wood floors, using a stiff hair brush.
3. Use sweeping oil. This will not harm floors.
4. Before dances, sprinkle lightly with borax spangles.
5. After dances, sweep the floors thoroughly.
6. If stains from food, liquids, or other sources apear, use a little No. 2. steel wool, and rub spots with the grain until the spots disappear; then sweep thoroughly.
7. Should worn or tracked spots appear, or should it be necessary to rub through the finish in removing spots, rub floor sparingly with a little floor dressing and polish with a cloth.

Personnel

Opinions differ as to the best form of organization for the maintenance of playground properties and various methods of providing personnel are in effect in different cities. The problem is relatively simple in cases where a playground system is limited to properties

owned or controlled by the playground authorities. Most park departments, for example, employ caretakers or maintenance workers to care for the grounds and buildings on park property. School playgrounds, when conducted by school authorities, are kept in condition by the school janitors or custodians. In such cases, the maintenance personnel are directly responsible to the director of the park or to the principal of the school to which they are assigned. Lines of authority and responsibility can be clearly drawn since only one department is involved. Cooperation between the various employees is essential, nevertheless, to smooth and efficient operation.

Problems and difficulties are more likely to arise when the playground authorities conduct their programs on property owned by another department. In many cities where the recreation department furnishes the leadership for playgrounds on park and school property, the park or school authorities are responsible for maintenance. The results often have been unsatisfactory to both departments. The recreation workers, for example, have complained that the other authorities do not take care of the playgrounds until after their own maintenance work has been completed, that needed equipment is not in place for special events, that custodians resent the added work which a well-attended diversified program places upon them and feel little or no responsibility for helping make it successful. The park and school personnel, on the other hand, sometimes feel that the playground authorities want too much done in too little time, fail to give the custodians adequate cooperation, schedule turf areas for too intensive use and are more ready to criticize them for their shortcomings than to commend them for their service. Another common difficulty when one department relies upon another to keep its playgrounds in condition is that the latter is likely to need its maintenance personnel for its own work at the very time the playgrounds require the maximum attention.

A mutually acceptable plan of cooperation that assures satisfactory maintenance of playground areas must be worked out in cities where one department conducts the program and another is responsible for upkeep. Otherwise it becomes necessary for the playground authorities to organize a staff of their own to perform at least the routine maintenance functions on the areas they operate. Under this type of arrangement, a playground in a park may have a caretaker provided by the recreation department, while the rest of the park is maintained by personnel in the employ of the park department. Such apparent duplication is justified by many playground authorities on the grounds that a specially trained mainte-

nance crew working for the recreation department is more efficient, takes a greater personal interest in its work and is more dependable than personnel employed by, and responsible to, another department. Whenever the playground authority maintains an area, its director can be held fully responsible for the condition of the grounds and equipment.

The Caretaker

A playground of several acres with a building, wading pool and other special features requiring daily attention obviously requires regular full-time caretaker service. Where all the time of a caretaker is not needed on a single playground, he may be assigned to duty at two or more areas in the same vicinity. On large areas of the playfield type at least one full-time caretaker is essential. Playground leaders are required to perform routine maintenance tasks at some small play areas.

In general, the playground caretaker must:

1. Keep grounds free from rubbish, glass, papers and other waste materials.
2. Maintain a satisfactory playground surface, filling holes which are formed, removing stones which work up to the surface, applying calcium chloride or sprinkling grounds, if dusty, and making sure that all drains are kept open.
3. Keep buildings in orderly and attractive condition and well ventilated, paying special attention to toilets and shower rooms, which should be scrubbed regularly with disinfectant solution. See that all toilets are flushed before playground is closed for the day.
4. Water, trim and care for all plantings—grass, shrubs, vines and flowers.
5. Mark off all game courts and fields as often as is necessary to maintain the lines.
6. Raise the flag at the opening of the playground each day and lower it at close of day.
7. Help move, erect and remove equipment needed for special events.
8. In case the playground is fenced, unlock gates in the morning and lock them at night, after making sure that everyone has left the ground.
9. Change the water in the wading pool and keep pool clean and sanitary.
10. Sprinkle and turn over sand in sandboxes daily, removing all rubbish.

11. Inspect apparatus daily. Make all minor adjustments and repairs on apparatus and benches, game and other equipment.
12. Turn on lights in buildings and on grounds used at night and turn them off before closing the center. Check lights before dark so necessary replacements may be made before lights are needed.
13. Take into shelter building at close of playground day all game supplies and movable equipment such as tables, benches and apparatus.
14. Supervise use of playground and check out game materials whenever no leaders are present. At such times children are generally forbidden to enter the playground building or use the wading pool.
15. Maintain tools and cleaning equipment in good condition; keep inventory and order necessary cleaning supplies.
16. Report all broken and damaged property and indicate what major repairs or replacements should be made or ordered.
17. Remove ice and snow from walks leading to playground buildings.
18. Maintain ice skating areas.

Where full-time caretakers are employed on playgrounds operated the year round, they are often also required to repair and paint fences, facilities and equipment and to construct game supplies and miscellaneous equipment needed on the playground.

Traveling Crews

Many departments have established a traveling maintenance crew which has proved an economical and efficient method of providing upkeep and repairs. The number of individuals comprising the crew varies, but it may consist of a foreman and three or four helpers. The crew visits the playgrounds in turn or as needed, where it trims hedges and shrubs, mows the grass, makes minor repairs, marks and rolls game courts and fields, and performs other essential services. It is equipped with motorized equipment such as mowers, hedge shears and roller and tools essential for routine plumbing, carpentry or electrical work. Where such a system is used fewer maintenance tools are needed at the individual playgrounds. The number of areas a crew can service satisfactorily depends upon their size, location and facilities, the size of the crew and the types of equipment used. A full-time caretaker is needed only at the larger playgrounds in cities where a traveling crew is available. Directors notify the central office or workshop in cases requiring immediate

attention, such as a broken water main or failure of the lighting system. A certain amount of cleaning, marking of courts and other routine duties must be performed each day by the playground workers, even in cities with a traveling maintenance crew.

A city with a playground system of six to eight or more areas needs a central workshop where playground equipment and supplies can be made, assembled or repaired, and where the various kinds of maintenance equipment and materials can be stored. Such a workshop should be in charge of a man who can serve as a plumber, carpenter, electrician, mechanic, contractor—in other words, a jack-of-all-trades. The amount and kinds of equipment and tools needed for the workshop depend upon the number and kinds of play areas and facilities, the personnel employed at the workshop, the policy with reference to construction of playground equipment and supplies, and budget limitations. The workshop results in considerable savings to the department, especially where playground activities are conducted on a year-round basis. During slack seasons repairs and replacements can be made by the workmen at reasonable cost.

Protection of Property

The attitude of the children and adults attending a playground often reflects that of the paid leaders and plays an important part in determining the degree of orderliness that is maintained on it. This in turn depends in large part upon the standard of maintenance established at the beginning of the season. On the opening day, therefore, the grounds should be in good condition, the equipment ready for use, all utilities in working order and receptacles for papers and rubbish placed in suitable locations. From the first day the children should be encouraged to keep the playground clean and to feel a sense of responsibility for keeping it so. "Glass gobblers" or brightly painted barrels, low enough for the smallest child to reach, serve as magnets for empty bottles and waste paper.

Playground leaders must be constantly on the alert to stop practices which add to the problem of maintenance unless they are checked as soon as they appear. A few of these common practices include climbing on fences, buildings and equipment; playing in shrubbery beds or other planted areas; "rough housing" on grounds or in buildings; tampering with water valves or electric switches; defacing buildings or grounds; and misusing apparatus and equipment.

Methods have been devised for encouraging children to value

and protect growing things on the playground and for teaching them to respect playground property. The interest and assistance of children are enlisted in planning and creating playground features. Children who have helped to lay out and plant flower beds, trees and shrubs on the playground take an active interest in their growth and are eager to protect them. Careful explanation and demonstration of the mechanism of complicated devices or equipment on the playground make it unnecessary for children to take them apart in order to see how they work. The handcraft and nature programs can serve as means of teaching respect for the property of others and for the protection of growing things. Paint-up day, Arbor day and other special occasions in which the children have an active part afford opportunities for winning cooperation in keeping the playground attractive.

Suggestions for utilizing junior leadership to help in keeping the playground clean are given in Chapter IX. On a playground which has no caretaker the children may be made to realize that by helping the leaders in their maintenance tasks more of the leaders' time can be devoted to play activities. Even though it is desirable to encourage children to help keep the playground attractive and clean, it is not in keeping with the spirit of the playground that they be assigned regular routine maintenance tasks.

CHAPTER V

Leadership

Leadership is the greatest single factor in determining the success of a playground. Leaders are more important than facilities, equipment or supplies, valuable as these are to the play program. Yet in the early days of the playground movement in the United States, a proposed appropriation for playgrounds in the District of Columbia was defeated in Congress on the grounds that children cannot be taught to play. "You might as well teach fishes to swim as children to play," was a typical comment made during the debate on the question. Even today one occasionally hears a person question the need for leadership on the playground or suggest that casual oversight by parents or the neighborhood policeman will be sufficient. The notion that leadership somehow interferes with freedom and originality in children's play is not entirely extinct.

Leaders in many fields have given testimony to the value of play leadership and educators are unanimous in asserting that it is a necessity on the children's playground. In some two thousand communities, large and small, leaders are employed to conduct a playground program, many of them on a full-time, year-round basis. A large percentage of most recreation department budgets is spent for salaries of playground leaders.

A playground thrown open in the belief that space and equipment are sufficient is likely to become a center of mischief and a neighborhood nuisance and may even become a breeding ground for juvenile delinquency. Playground property is destroyed, older boys tend to monopolize the facilities and opportunities for inter-

esting activities are lacking. Most children stay away from the playground from choice or because their parents do not permit them to attend. In many a city where playgrounds have been opened without leadership, disappointment has resulted, the experiment has proved a failure and consequently children have been deprived of play opportunities for several years.

A caretaker or policeman can restrict the influence of the bully and prevent the destruction of playground property, but unless he has exceptional qualifications, he cannot take the place of the leader. Spending money for substitutes for trained leadership is a poor investment. The presence of a caretaker or policeman does not make the playground a center of constructive enjoyable activities any more than the employment of a janitor makes the school building an educational center. Playgrounds represent a large investment from which a maximum return can be secured only through the employment of competent leaders, who make them centers of absorbing, interesting, wholesome play activities. Otherwise, interest in the playground yields to the lure of the street, alley, railroad yard, dock or dump.

The influence of competent leadership upon playground attendance has been demonstrated repeatedly. Children appreciate what it means to have such leaders present. They flock to the playground which becomes a center of enjoyable, challenging activity because the leaders arrange a program in which each individual finds something that appeals to his interest. Leagues in team games, storytelling hours, tournaments, clubs, handcraft projects, music, drawing, the circus, the play festival, trips—these are the activities that appeal to children and make them regular playground visitors. They represent delightful paths which leadership opens to children; few if any of them are found on the playground without a leader.

Leadership makes another contribution by its influence upon the play environment and consequently upon the attitudes and conduct of the players. Play activities, especially team games and contests, afford frequent situations which can develop either desirable character traits or skill in cheating, unsportsmanlike conduct and a disregard for rules. Leadership is the factor that determines whether unsportsmanlike conduct or a spirit of fair play will prevail. The playground with intelligent leaders becomes a constructive influence—a place where ideals of sportsmanship, right conduct and citizenship are fostered and where the joy of life is realized through the child's absorbing interest in wholesome activities.

The leader also helps children learn that only by self-discipline in mastering the rules of the game and in obeying them can complete freedom in playing it be achieved.

Functions of the Leader

The playground leader has to perform a variety of functions in attempting to achieve the playground objectives listed in Chapter I. In the brief characterization that follows, the leader's functions are considered primarily in relationship to children but they are applicable also to young people and adults. A more detailed listing of the leader's responsibilities appears in Chapter XXV.

The chief purpose of the leader in dealing with children is to free them for the fullest enjoyment of various forms of play. Children have a remarkable ability to manage their own affairs and to work out projects, but expert guidance by the leader is generally needed. He understands when to leave the children alone and when to give them direct help and instruction. By encouraging children to develop initiative, spontaneity and originality he promotes freedom in their play. He helps the child answer his own questions, fosters self-government in activities and exposes the child to as many different experiences as possible. The wise leader leaves ample time for free play and is aware that reverie has a place in the lives of children.

The playground leader also plays the role of teacher. As George E. Johnson, one of the early philosophers of play, well observed. children do not inherit baseball any more than they inherit the Lord's Prayer. Children need to be taught in play, as in other areas of life, and they are constantly imitating others, observing their ways and selecting activities which appeal to them. The boy plays baseball, makes and flies a kite, builds a birdhouse or plays marbles because he has seen others do likewise. Children are constantly learning from members of their own group and if fortunate are taught certain recreation skills by their parents. The playground leader, by introducing the child to a variety of recreation activities, teaching him essential skills and then giving him opportunities to exercise these skills in the program, performs a valuable social function. Through his role of teacher the leader opens new avenues of enjoyment and development for the child, that may continue long into adult life.

Organization of programs and instruction in skills are not the only leadership functions on the playground, for the leader con-

cerns himself with the personal problems and needs of the individual child and observes his capacities and shortcomings. The shy, sensitive child is introduced to other children and encouraged to join with them in activities which he will enjoy and which will help overcome his diffidence. The aggressive youngster with a tendency to bully others is helped to direct his energy into constructive channels. The happy outlook on life of the playground leader and his sympathetic understanding help children and youth meet more readily their problems and disappointments.

The influence of the leader is perhaps exerted most widely by his own example. Every boy and girl is a hero worshiper and tends to imitate the adults who are the objects of his admiration. Because the playground leader helps children and young people to enjoy themselves, is expert in activities in which they have a deep interest, treats them fairly and shows a sympathetic interest in their problems, they are likely to look up to him as their ideal. They tend to imitate him in dress and conduct and to adopt his standards. They are ready to follow his lead and attempt to measure up to his expectations for them. Because he is in a position to wield such an influence over the children and young people who attend his playground, the leader has a large responsibility for setting a high standard of personal conduct and for generating a spirit on the playground that will make it a constructive force in the life of the neighborhood.

The term "supervision" is sometimes used in referring to the leadership function on the playground and it is fairly applicable to one type of service rendered by the leader. When he is keeping an eye on the children using playground apparatus or a wading pool, the leader is supervising the activity. The term "supervised play" is rightly criticized, however, when applied to playground programs under leadership, for the essential nature of leadership, as previously pointed out, is not supervision, but guidance. Supervision and direction have an even less happy and acceptable connotation when applied to the function of the leader while he is working with young people and adults.

Another important type of leadership which must be recognized as essential is that which plans and works for the provision of play areas, arranges for their equipment and maintenance, prepares the playground budget and secures the appropriation, selects the playground leaders and supervises the city-wide playground program. This kind of leadership, whether exemplified in a volunteer board member, in a paid worker such as a superintendent of recreation

or in a supervisor of playgrounds, plays a very important part in determining the success of a playground system.

Types of Positions

The organization and administration of a city-wide recreation system including playgrounds necessitates several types of leadership positions. The duties and responsibilities usually associated with the various positions differ widely and call for varying qualifications on the part of the persons filling them. Job titles have been fairly standardized and the following list of recreation positions represents a classification that has been widely adopted. Most of the positions are directly or indirectly related to playgrounds, as the list indicates.[1]

The *Superintendent* is the chief executive officer in charge of a recreation department or division and its personnel, responsible for planning, promoting and administering recreation service, including playgrounds, for all the people of the city. The title of *Assistant Superintendent* is commonly used for the executive officer who performs administrative functions assigned by the Superintendent, and acts for him in his absence. Most positions of this type are found in cities over 25,000.

The title of *Supervisor* is applied to two types of workers:

General Supervisor. Executive officer in charge of all recreation service in a section or district or a city's recreation areas or facilities of a similar kind, their personnel and the general program of activities carried on in them. This officer may be called District Supervisor, Supervisor of Recreation Centers, Supervisor of Playgrounds, Supervisor of Special Facilities. Most positions of this type are found in cities over 100,000.

Special Activity Supervisor. Employee in charge of one or more special phases of program development in the department or city. This person is variously titled Supervisor of Sports and Athletics, Supervisor of Music, Supervisor of Drama, Supervisor of Arts and Crafts, Supervisor of Recreation for Industrial Workers, Supervisor of Nature Activities. Most positions of this type are found in cities over 25,000. The title of *Assistant Supervisor* is occasionally used for the employee who performs functions assigned by the Supervisor and acts for him in his absence.

[1] From *Personnel Standards in Recreation Leadership,* A committee report, National Recreation Association, 1949.

The *Director* is the employee in charge of administering the facilities, staff and program of a single recreation center such as a playground, playfield, recreation building, indoor recreation center or camp. Examples of titles for these employees are Playground Director, Playfield Director, Recreation Center Director, Camp Director. The title of Assistant Director is commonly used for employees who assist directors of centers in the administration of a playground, playfield, or other recreation center and are in charge of the center in the director's absence.

The *Recreation Leader* is the employee who, under direction, leads clubs or groups, organizes activities, assists with special projects or exercises general oversight over activities and facilities.

The employee who organizes, leads or teaches groups in a particular activity such as golf, square dancing, swimming, puppetry, community singing or model aircraft—to mention only a few—usually at more than one center, is known as the *Specialist.*

A *Manager* is one in charge of administering the facilities, staff, and program of specialized centers, such as Golf Course Manager, Bathing Beach Manager, Swimming Pool Manager, and Stadium Manager.

Junior Assistant is applicable primarily to an apprentice. The title is applied to a person who cannot meet the educational and experience qualifications for a standard position. Often he is a person preparing for the field of recreation leadership. Such a person is assigned under close supervision to assist with various duties and is employed at a nominal rate on a part-time or seasonal basis.

Every city does not need to employ all of the types of leaders in the preceding list and small communities commonly employ only two or three of them. A superintendent of recreation, one of whose major duties is the general supervision of playgrounds, in most cities has a year-round recreation program. He performs the same functions with respect to playgrounds as the supervisor of playgrounds carries on in the larger cities where this type of leader is employed. Special activity supervisors in many cities train and assist workers on the individual playgrounds in conducting such activities as music, drama or crafts. Each playground requires a director and most playgrounds need in addition an assistant director and one or more recreation leaders. Specialists are increasingly employed to help with specific program features, especially in cities with a number of playgrounds. Junior assistants supplement the professional leaders on the playgrounds of many cities.

Duties of Leaders

The chief responsibilities and duties of workers in leadership positions have been clearly delineated although local conditions often justify variations in them. The duties described in the pages that follow are based in part upon local practice but primarily upon recommendations in the committee report[2] previously quoted, which has received wide endorsement and approval. They provide a guide to local authorities in creating leadership positions and in assigning duties to workers. Qualifications for these positions will be indicated later in the chapter.

Superintendent of Recreation

The worker who holds this position is the chief executive officer of the department, responsible for promoting and providing satisfying recreation opportunities for all the people of the city. Playgrounds are only one of the major program features for which the superintendent is responsible, but in many cities they are the most important. In the performance of his chief duties, playgrounds therefore receive considerable attention. These duties may be classified under the following headings: administration, planning and research, publicity and relationships, staff, program, finance, areas and facilities, records and reports.

Specific functions of the Superintendent of Recreation which relate especially to playgrounds follow. He must:

1. Select and supervise the playground staff and workers.
2. Plan the general city-wide playground program.
3. Organize a system of city-wide playground supervision.
4. Determine the areas on which programs are to be conducted under leadership.
5. Recommend areas to be acquired for playground purposes.
6. Prepare the playground budget.
7. Arrange an in-service training program for personnel.
8. Assist in the preparation of plans for the layout and equipment of playgrounds and supervise their development.
9. Prepare and distribute suitable playground publicity.
10. Determine the records to be kept and supervise their compilation and use.
11. Secure the largest possible attendance and use of the playgrounds.
12. Organize a representative group of citizens to advise and assist the playground staff.

[2] *Idem.*

13. Enlist and train volunteers for playground service.
14. Assure the efficient maintenance of all playgrounds.
15. Interpret to public officials and the community the objectives of the playgrounds and the services rendered by them.
16. Make special studies and reports of playground needs and services.
17. Supervise the business operations related to the playground system.
18. Devise rules for the proper public use of areas and facilities.
19. Encourage the development of back-yard playgrounds and home play activities.
20. Assist and advise authorities in schools, institutions and other agencies concerning their play problems.
21. Cooperate with juvenile court, police, library and other workers.
22. Work continuously for the enrichment and extension of the playground program.

Obviously the superintendent of recreation in a city having many playgrounds cannot perform all these duties himself. Many of them will be carried on by subordinate workers, primarily by supervisors. Others will be performed with the cooperation of his staff, both supervisors and playground directors.

General Supervisor

Most cities with a summer recreation program only do not have a superintendent of recreation, but employ a supervisor of playgrounds to take charge of the playground program. He performs many of the duties relating to playgrounds that would otherwise be carried by a superintendent, although in a short summer season he obviously cannot do as comprehensive a job.

Many cities with a year-round program and a superintendent also employ a supervisor of centers or a supervisor of playgrounds and centers to give general oversight to the playground program. The supervisor is responsible to the superintendent and performs many of the duties relative to playgrounds that in a small city would be carried directly by this worker.

In large cities a district supervisor is employed as executive officer in charge of all recreation services, including playgrounds, in a district or section of the city. Much of the district supervisor's time is spent in duties related to playgrounds.

Specifically, general supervisors must be able to:

1. Arrange playground schedules and assign leadership personnel.

2. Outline a general program of activities and special events.
3. Make periodic visits—at least twice a week—to each playground to observe work done, and assist workers by suggesting better methods of conducting activities, of maintaining properties, of program planning and administration.
4. Organize, schedule and supervise inter-playground leagues and city-wide events.
5. Approve community night programs and feature events and assist playground directors in planning them.
6. Demonstrate to playground workers methods of organizing and teaching games, crafts, stunts or special activities.
7. Maintain harmony and cooperation among workers on the playgrounds and secure their full effectiveness.
8. Cooperate with directors in the preparation of publicity, records and reports.
9. Approve all changes in program schedules or hours of workers.
10. Assist with special problems of discipline or neighborhood relationships.
11. Approve all requests or requisitions for special materials, equipment or personal service.
12. Submit appraisal reports of the playground workers.
13. Assist with training institutes and staff meetings.
14. Prepare periodic detailed reports covering the activities, attendance, groups and special developments at each of the playgrounds.
15. Help secure the active interest, participation and support of neighborhood and community groups.

Special Activity Supervisor

This title is applied to the staff workers who are responsible for the development and guidance of programs in one or more forms of recreation throughout the city. Special supervisors are employed for athletics and sports, arts and crafts, music, drama, nature, dancing and other activities. Occasionally an individual serves as supervisor in more than one field, such as music and drama or crafts and dancing. Special activity supervisors usually:

1. Introduce, plan, promote, and supervise on the playgrounds of the city one or more particular activities, such as music, handcraft or folk dancing.
2. Instruct the playground leaders in the technique of the activity and help them in conducting it on their playgrounds.
3. Plan and conduct special city-wide, district or inter-playground events in which the particular activity is featured.

4. Organize and conduct special groups or classes in the activity.
5. Assist the superintendent or playground supervisor in evaluating and increasing the effectiveness of the playground leaders.
6. In cooperation with other supervisors and playground directors, work out a well-balanced playground program.
7. Assist with instruction and demonstration at staff meetings and training institutes.
8. Prepare instructions, materials and equipment which can be used in the particular activity.
9. Plan, direct and supervise the work of specialists in the particular activity.
10. Recruit, train and supervise volunteers.

As an example of the work of a special activity supervisor, a supervisor of arts and crafts would normally outline a general plan for the types of arts and crafts projects to be included in the playground program during a season, determine the needed tools and materials, estimate their cost, arrange for their purchase after approval, prepare bulletins and other suitable instructions for playground workers, arrange for instruction at staff meetings, prepare a schedule of regular visits to the playgrounds to help with the conduct of the activities, and work out plans for one or more arts and crafts exhibits during the playground season or at its close.

Other supervisors work in a similar manner except that the supervisor of athletics and sports usually has little responsibility for the playground sports program or direct relationship to it. He is concerned primarily with the organization and supervision of a city-wide sports program which supplements the activities carried on at the individual playgrounds, though in some cases he is in charge of inter-playground or city-wide playground events in the field of sport.

Director

This worker is in direct charge of a single playground or center. The director is to the playground what the principal is to the school. His task, with the help of the supervisors and his assistants, is to operate the playground efficiently and in a manner that will assure the greatest possible service to the neighborhood. He is responsible for the program, personnel, administration and maintenance of his playground and for its relationships with the neighborhood. Chapter XXVI presents in detail the duties and responsibilities of the

playground director and his assistants. A few of the major functions of the director are to:

1. Plan a diversified attractive program.
2. Demonstrate, teach and lead activities.
3. Assign duties to his assistants, supervise their work and assure their full cooperation.
4. Enlist, train and supervise volunteer workers.
5. Cooperate with supervisors and other directors in arranging and conducting inter-playground and city-wide events.
6. Properly maintain the playground plant.
7. Keep essential records and prepare reports as requested.
8. Assure the happiness, safety and health of persons attending the playground.
9. Collect fees and make proper disposition of them.
10. Enlist neighborhood cooperation in developing the program.
11. Organize and distribute publicity.
12. Establish and maintain friendly relationships with neighborhood families and agencies.

Assistant Director

Every playground worthy of the name requires at all times the services of at least two workers. One of these is designated as the assistant director, who is in charge of the playground in the director's absence. He shares with the director responsibility for carrying out the duties previously listed and performs the tasks assigned to him. The division of duties between these two workers depends in part upon their respective qualifications and experience and also upon whether the director is a man or a woman. The assistant director organizes and conducts activities; oversees the use of facilities; forms clubs, teams and other groups and helps them with their programs; keeps records; meets with neighborhood groups; and sees that the playground is kept in a safe and satisfactory condition.

Recreation Leader

This title is applied to the person who has no administrative responsibility but who under direction assists with programs and with the oversight of facilities at the playground or indoor center. The recreation leader assigned to a playground must be able to:

1. Lead, teach skills and conduct activities such as low-organized games, arts and crafts, hikes, nature activities, folk

dancing, group discussion, music, social recreation, drama, or individual and team games and sports.
2. Discover the recreational interests of individuals attending the center and assist in conducting a program to serve these interests.
3. Organize and lead clubs.
4. Assist in organizing special events such as a playground circus, community nights, pet shows, festivals, socials or dances; cooperate in community-wide events.
5. Supervise activities in the sandbox or wading pool or at other facilities.
6. Care for equipment, supplies and facilities.
7. Assist in training and supervising junior leaders and in working with or organizing neighborhood groups.
8. Perform other duties as requested by the director.

Specialist

Playground programs have become so diversified and include such a variety of activities requiring special skills on the part of the leader that increasingly specialists are employed to help with activities such as folk dancing, tennis, puppetry or special crafts. The specialist will, among other duties:

1. Organize and conduct classes in a phase of the recreation program such as archery, dancing, tennis, puppetry, or choral music.
2. Serve as advisor, coach, or instructor for groups formed to participate in a particular type of activity.
3. Instruct members of the department staff and volunteer leaders and assist them in promoting and conducting the special activity.
4. Organize and direct tournaments or special programs featuring the particular activity.
5. Advise on materials, equipment, and other necessary supplies.
6. Encourage widespread participation in the activity and assure maximum satisfaction to the individuals participating in it.

Junior Assistant

This position is designed primarily for the purpose of giving young people an opportunity to secure practical experience in recreation work. It serves as a means of enlisting their interest in recreation leadership as a field of work and of testing their aptitude for such a career. It is not a standard leadership position.

but is considered rather as a form of apprenticeship. Persons serving as junior assistants should supplement the regular leadership staff and should not replace such workers. They usually serve on a part-time basis, sometimes without pay but for academic credit.

Under close supervision the junior assistant performs tasks of a routine nature which require little education or experience. He may supervise sandbox, apparatus or wading pool play; assist in the organization and conduct of children's tournaments and special events; help with junior clubs and other groups; care for equipment, supplies and facilities; keep attendance and other records; and perform other duties as requested.

Qualifications for Positions

In the field of recreation leadership personal qualifications are even more important than special ability and technical skills, essential as these are to success in the field. Personality, character, interests and attitudes are of primary significance in selecting persons for work on the playground. Because leaders are working primarily with children, sterling character and personal integrity are absolutely essential. The individual who is seeking an easy job, who wants to become rich or who is careless in his personal life and relations does not belong in the recreation field and is not suited for work on the playground.

Service on the playground is clearly no sinecure. On the contrary, effective playground leadership demands the highest and best anyone can give. Opportunities for advancement are open, however, to those who display unusual ability and who are willing to prepare themselves for positions of greater responsibility. The compensations are many and genuine, moreover, to the person with the pioneer spirit, the will for growth and the desire to bring joy and satisfaction to his fellow men.

General

Highly desirable or essential attitudes and qualifications for all recreation workers in leadership positions include: a sense of the worth and dignity of every human being, an understanding of the interests and needs of people, a personal realization and understanding of the joy of life and of the art of living, a sense of humor, a desire to serve, a concern with the growth and development of individuals through creative expression, a sympathetic attitude

toward others' opinions and personalities, a keen and understanding mind, a belief in and enthusiasm for self-government—for democracy in recreation, sterling character and personal integrity, a pleasing, friendly personality, productive energy and enthusiasm, and good physical and mental health. Also, recreation leaders must be able to lead democratically, to organize, and to get along with people.

Specific

A wide variation exists in the specific qualifications for various playground positions, as might be expected in view of the dissimilarity in the duties involved. The recommended requirements for the positions outlined in the following pages are adapted from the committee report.[3] Some individuals who cannot meet these qualifications may be able, because of unusual personal qualities, ability, special skill or understanding of people, to render effective service. However, in general the qualities listed represent requirements for success in specific leadership positions.

Superintendent of Recreation. Desirable qualifications for this position include:

1. A thorough knowledge of the philosophy of recreation
2. Appreciation of the activities which make up the community recreation program
3. Ability to administer efficiently the areas and facilities comprising a recreation system
4. Capacity for cooperating with and interpreting recreation to city authorities, private agencies and the public
5. Understanding of the problems of the community in respect to recreation
6. A knowledge of budgets and accounting methods
7. Ability to enlist the best efforts of a staff of employees
8. Previous successful experience as a superintendent or as an executive of lesser rank. The amount of experience varies from one to six years depending upon the size of the city.
9. Graduation from a four-year college course, preferably with a major in recreation. Graduate courses in subjects like public administration and finance, city planning, educational administration, recreation administration, community organization and personnel management are valuable, especially if taken after a period of practical work in the recreation field.

[3] *Idem.*

He should have other qualities which characterize the promoter, organizer and executive and in addition he must meet the qualifications which are listed in greater detail for the position of general supervisor.

General Supervisor. The requirements for the position of general supervisor, most of which are directly applicable to playgrounds, include:

1. Understanding and appreciation of the various activities conducted on playgrounds and playfields and in indoor recreation centers
2. Familiarity with methods of planning, equipping and maintaining recreation areas and facilities
3. Ability to organize and conduct recreation programs
4. Ability to train, supervise and inspire subordinates
5. Ability to meet the public and to discuss recreation problems intelligently
6. Knowledge of the philosophy of recreation and of human needs, capacities and interests in relation to recreation
7. Knowledge of the scope and service of community agencies
8. Ability to administer, organize, lead and instruct in at least three of the following: games, sports, and athletics; club work, social recreation, arts, crafts, music, drama, hobbies, nature activities, folk dancing
9. Successful experience as a special supervisor, director or in another position involving executive or supervisory responsibilities. The amount varies from one to five years for the supervisor of recreation centers and from three to five years for the district supervisor who is employed only in large cities.
10. Education similar to that recommended for the superintendent

Special Activity Supervisor. The specific qualifications differ for the various types of special activity supervisor but in general this person should possess:

1. Understanding and appreciation of the values and significance of his special activity in the life of the people and of the relationship of the many forms of this activity to other parts of the recreation program
2. Ability to interpret these values
3. A desire to extend to the largest possible number of people opportunities to participate in forms of this activity as well as to encourage persons who are highly skilled in them
4. Ability to plan, organize and supervise a program of activ-

ities in his special field and to train workers to carry out such a program
5. Personal skills in several forms of recreation in his special field
6. Ability to organize, teach and direct groups
7. Willingness and capacity for effective cooperation with other workers in the department and with community leaders
8. Thorough knowledge of the literature, equipment, rules and other resources relating to his phase of the program
9. Successful experience in a recreation system and as an organizer and teacher in the special field, for from one to five years, depending upon the size of city
10. Education equivalent to graduation from college, with a major or special studies in the field of specialization or with a major in recreation and specialization in the particular field

Playground Director. The director should be a good mixer, kind, and of a sociable disposition, imbued with the spirit of sportsmanship, familiar with the needs, capacities, and interests of groups and individuals, and capable of working effectively with children, young people and adults. Since he deals primarily with children he must be thoroughly familiar with the play interests and needs of children of all ages and must enjoy working with them.

Many desirable qualifications for this position are indicated in Chapter XXVI but the basic requirements are:

1. Sufficient appreciation and skill in all activities conducted at a playground to develop a well-balanced diversified program
2. A practical knowledge of the organization of clubs, leagues, tournaments, exhibits, demonstrations and entertainments
3. Skill in at least three of the following types of activities: athletics, dramatics, storytelling, low-organized games, social recreation, informal discussion, nature study, folk dancing, music, handcraft
4. Ability to work intelligently with parents and with neighborhood leaders
5. Ability to secure effective use of the playground staff and of volunteer leaders
6. A knowledge of first aid to the injured
7. Successful experience for at least one year as assistant director, specialist, recreation leader, teacher or worker in a closely allied field, at least six months of which have been related to an outdoor recreation area. If the playground has

a recreation building, at least two years of successful experience are considered desirable

8. Graduation from a college of recognized standing, preferably with a major in recreation

Assistant Director. Similar requirements and qualifications generally apply for the position of playground director and assistant director, in cases where the playground is a part of a combined indoor-outdoor center. Education and experience may be less for the assistant, i.e., a minimum of six months' successful experience and at least two years of college.

Recreation Leader. Because the duties which this person is called upon to perform are less standardized than those in some other positions the qualifications are less specific; however, the recreation leader should have personal skills in several of the activities common to playground programs; a capacity for organizing groups and working with people; a knowledge of first aid; at least six months' successful experience as a participant in recreation activities and preferably leadership experience in recreation or some closely related field, on a paid or volunteer basis; and at least two years of college or its equivalent.

Specialists. The wide range of activities for which specialists are employed makes it difficult to fix requirements as to education and experience but desirable qualifications include:

1. Ability to enlist interest in, organize, and successfully teach some special type of activity in the recreation program (usually this requires personal skill in the activity)
2. A readiness to adapt teaching methods to the ability and capacity of the group engaging in the activity and to relate it to other phases of the program
3. A willingness to promote and conduct the particular activity in accordance with the standards and ideals of the recreation department
4. The personality, attitudes, and skills that will arouse and sustain interest and joy in the activity for its own sake, and will help participants to attain greater skills and satisfactions
5. Successful experience as instructor, leader and participant in the particular activity
6. Special training and study in the particular field—graduation from college preferable

Junior Assistant. This is not a professional leadership position;

it is designed essentially for an apprentice and as a means of giving a young person an opportunity to gain experience as a leader. Qualifications, therefore, are essentially personal in nature, but they should include a personal interest in recreation leadership as a field of work; natural aptitude for working with people; personal skills in one or more of the activities used commonly at the playground or center; willingness to perform routine tasks; and at least two years of high school.

No work experience is required for a junior assistant but experience as a participant in recreation activities is important and service as a junior leader in church, recreation, or scout group is extremely valuable.

CHAPTER VI

The Selection of Workers

The selection of competent leadership personnel is perhaps the most important function performed by playground authorities. The methods used in the selection process vary in different cities, but they are all designed to assure the employment of a staff of workers that will render the most satisfactory service. Factors involved in the process of selecting leaders include a classification and compensation plan, a program for recruiting, a procedure for judging the applicants and a method of making appointments. Each of these is an essential phase of employing a leadership staff, and playground authorities need to be thoroughly familiar with the principles and procedures related to them.

Responsibility for setting up and administering personnel functions, including the selection of leaders, usually rests with one of three groups:

1. Recreation authorities empowered to select their own workers and to carry on other personnel functions independently of the city governing authority. Boards of education, for example, employ their own leaders, usually under regulations established by the State Education Department. Most recreation boards likewise select their own staff.
2. Civil Service Commissions or other independent personnel bodies that classify municipal positions, fix compensation rates, prepare and conduct examinations, determine rating methods and control other personnel policies.
3. Central personnel agencies responsible to the city adminis-

trator, that perform personnel functions, including the actual employment of workers, for the various departments.

The basic principles underlying the selection of workers are essentially the same, regardless of the form of organization for personnel administration. The procedures described here are also generally applicable to all cities, although in small communities employing only a few leaders the problem of selection is relatively simple and modification in the methods suggested is therefore practicable. Continuous cooperation with the local personnel agency is of the utmost importance in cities where the playground authorities are not in direct charge of the selection process.

A Classification Plan

A sound classification plan provides the groundwork of a satisfactory personnel system, is an essential prerequisite to a sound compensation plan and the starting point for the recruitment process. An adequate classification system should be set up before workers are employed. "It involves (1) ascertaining and recording the duties of each position; (2) grouping positions in classes on the basis of duties performed, responsibilities carried, and qualifications required, so that positions in each class can be treated alike in employment matters involving selection, promotion, salary scales, etc.; (3) assigning short descriptive titles to the various classes and writing specifications which describe the class in terms of minimum qualifications, general duties, typical tasks, and lines of promotion; (4) allocating individual positions to the appropriate classes." [1]

It is recommended that insofar as practicable the titles for positions and the standards applicable to each, described in the preceding chapter, be locally adopted and incorporated in the classification plan. The salary scales should be related to the qualifications required for the various positions, the duties and responsibilities involved in each and the compensation scales in the local schools and in other comparable positions. In case the playground authorities are not responsible for the preparation of the classification plan, they should interpret to the personnel agency in charge the nature and significance of playground leadership, the necessity of competent well-trained leaders and the futility of attempting to provide a satisfactory service without them.

[1] *Municipal Recreation Administration,* The International City Managers' Association, 1945, p. 368.

Recruitment

Success in the selection process depends largely upon the ability to secure sufficient qualified applicants for the positions to be filled. Employing authorities use different methods and turn to different sources in recruiting applicants for different types of playground positions.

Yet one principle must underlie the entire recruiting and selection process—namely, freedom to select the best qualified persons available. Merit must be the determining factor and not favoritism or political considerations. Playground authorities cannot be held responsible for the results secured on their playgrounds unless they are free from political pressure or interference, and from other unwarranted restrictions in the selection of playground leaders. In many of the largest cities in the United States and in several states playground positions under municipal management have been placed under Civil Service as a means of assuring appointments on the basis of merit. Experience has shown, however, that where local political leaders insist on controlling appointments, Civil Service has not entirely prevented them from doing so.

The development of selection and recruitment procedures that will insure the appointment of competent leaders to whom tenure can safely be given is an outstanding personnel problem. Otherwise a sound classification and compensation plan is of no avail. The recruiting agency should have freedom to solicit applications beyond city, county or state lines when these interfere with the selection of qualified workers.

Sources of Workers

Cities seeking a superintendent of recreation or a supervisor cannot always find competent applicants in their locality and in most cases should not limit their choice to local residents. They should give workers in subordinate positions an opportunity to try for the vacancy but should also seek applicants from outside the area. Besides announcing the vacancy in local newspapers and through Civil Service channels, they commonly investigate personnel of recreation departments in other nearby cities, consult the Personnel Service of the National Recreation Association and ask the state recreation consultant and professional workers' organization for suggestions as to suitable candidates. Announcements in publications serving the recreation field can be used to help attract suitable applicants for positions of unusual significance.

The city seeking applicants for positions as director, assistant, recreation leader or specialist, on the other hand, secures them primarily from local sources. This is especially true in the case of summer and part-time positions. The greater opportunity for advancement of workers already employed, the relatively lower salary rates and the less exacting requirements for subordinate positions make the local recruiting of applicants for them more practicable than for administrative and supervisory personnel. Small communities, however, often need to go outside for their playground workers, because of a lack of qualified local applicants.

School principals and teachers—especially physical education, music and manual training teachers—students at nearby colleges and teacher education institutions offering recreation courses, kindergarten teachers, hobbyists and married women formerly employed in recreation work are among the chief sources from which seasonal and part-time leaders are recruited. Applicants for full-time positions are sought chiefly among recent graduates of colleges offering recreation majors, workers with youth serving agencies and persons in educational work. In one or more states only persons who have been licensed as playground teachers by the State Department of Education are eligible for employment by local boards of education—a provision that restricts the source from which leaders may be recruited. All suitable means should be utilized to encourage candidates with suitable personal qualities who meet the special requirements to apply for the positions.

Many recreation executives teach recreation courses in local colleges and universities or keep in touch with the college authorities, and thereby are able to select outstanding students for part-time work on the playground. The striking increase in recreation curricula since World War II has simplified the problem of securing both full-time and seasonal playground leaders in many cities where the staff has been recruited largely from students and graduates of such courses.

If promising young people are to be recruited for leadership positions in recreation they must become interested while they are still in high school and before they have chosen a career in some other field. Alert recreation executives have secured from school leaders in physical education, music, drama, nature and extracurricular activities the names of boys and girls who have shown promise as leaders and to whom the field of recreation might offer a challenge and opportunity. The employment of such boys and girls as junior assistants on a part-time or seasonal basis provides

apprentice training for such young people and helps recruit them as prospective professional workers.

Job Descriptions

Prospective applicants for recreation positions desire full information concerning the positions open. Local authorities should prepare a statement briefly describing the local recreation organization, the positions to be filled, the duties, responsibilities and relationships involved, the salary range, working conditions, and the procedure to be followed in applying for the positions. The specific minimum requirements that have been established covering such factors as age, experience, education or citizenship should be included. The time and place of the examination and date for filing an application are usually indicated. A statement of this type reduces the amount of necessary correspondence and eliminates applications from persons who are not seriously interested in the position or who do not meet the minimum requirements. Evidence of good character and sound physical health should be a prerequisite to appointment to any position in the recreation field, and examinations should be open only to individuals who have submitted such evidence.

The following statement announcing an examination for the position of recreation director in Los Angeles, California, illustrates the kind of job description just mentioned and contains the types of information every prospective candidate wishes to have about the position. In addition to the items reproduced here, the statement included the date and hours by which applications must be filed and the time and place of the written test.

THE CITY OF LOS ANGELES
California
ANNOUNCES
EXAMINATIONS FOR
RECREATION DIRECTOR FEMALE
$273 to $337 per month.

THE POSITION

1. *Duties*: A recreation director female, under direction formulates, organizes and supervises a well-rounded program of play and recreational activities for women, girls and children at a City recreation center and does related work as required.
2. Salary: $273-$288-$303-$319-$337 per month.
   The salary is subject to change.
3. *Appointments*: There are many positions to be filled at the

present time. These and other vacancies occurring within the next two years will be filled from the eligible lists resulting from these examinations.

MINIMUM QUALIFICATIONS REQUIRED

1. *Sex*: Female
2. *Training and Experience*: Candidates must have graduated from a college or university of recognized standing with physical education or recreation as a major field of study.
3. *Physical Fitness*: Candidates must be able to participate actively in the various recreational activities for which they are responsible.

THE EXAMINATION

1. *Scope*: Candidates may be examined for a good knowledge of the principles and methods used in organizing and directing play and recreational activities; a good knowledge of the principles, rules, material, and equipment requirements, and organization of a wide variety of play and recreational activities suitable for women and children including low organization games, free play activities, gymnastics and recreation, dancing, dramatics, rhythmics, storytelling, social recreation, and art and handicraft work, together with the ability to instruct or supervise instruction in such activities; a general knowledge of the philosophy and objectives of public recreation; a general knowledge of the facilities and equipment used in community recreation work; a general knowledge of the principles and techniques of first aid; some knowledge of educational psychology, coupled with the ability to select activities suitable to individual needs and capacities; the ability to coordinate various recreational activities and programs for special events such as festivals, pageants and holiday programs; the ability and physical fitness to enable her to participate actively in activities directed; and leadership qualities as required in inspiring confidence and enthusiasm, in mixing readily with various age and racial groups, and in handling the disciplinary problems arising on a playground.
2. *Examination Weights*:
   Written Test .... weight 50%
   Performance Test (includes demonstrated ability to lead groups in recreational activities) .... weight 50%
3. *Minimum Score Required*: 75.000%
4. *Physical Requirements*: Good physical condition, good health, and freedom from disabling defects. Candidates may be required to pass a medical examination by a City physician prior to appointment.

THESE EXAMINATIONS ARE BEING GIVEN ON BOTH

AN INTERDEPARTMENTAL PROMOTIONAL BASIS AND ON AN OPEN COMPETITIVE BASIS.
THE RESIDENCE RULE IS WAIVED FOR THESE EXAMINATIONS

In cities where a large number of playground positions are to be filled, persons applying for them may be required to fill out an application blank. This is one means of determining the applicant's fitness for a position and also serves as a permanent record in case he is employed. A typical application blank is shown on page 331.

Selection

The selection process reveals the relative qualifications of the applicants that have been recruited. Examinations are the most common and acceptable method of accomplishing this. The procedure for conducting examinations has been most fully developed by Civil Service authorities. This form of selecting workers is widely used by school boards and recreation departments in the selection of leaders.

Types of Examinations

Three types of tests are included in most examinations:

1. A written test designed to reveal the candidate's knowledge of the field covered by the examination, his understanding of its relationships to other fields and his ability to organize and express his thoughts in written form. It includes questions involving the use of technical terms, the solution of problems and a knowledge of the organization of recreation activities, leadership methods and recreation literature. The written tests vary according to the type of position, as the questions listed later in the chapter indicate.
2. A practical performance test to demonstrate the applicant's ability to perform tasks related to the position. Persons seeking employment as craft specialist should give evidence of their ability to create specific objects, to teach a craft to a group, or to use craft tools and materials properly; applicants for the position of playground director should demonstrate their ability to organize a group or conduct a tournament. Prospective recreation leaders should be called upon to conduct groups of children in games and other play activities. This test is usually

given on a different day and often in a different place from the written test.

3. A personal interview designed to reveal the applicant's personal qualifications, character, general fitness, attitudes, mental alertness and ability to express himself orally. It supplements the written examination and affords a means of disclosing the applicant's philosophy of recreation, his knowledge of the field, and his ability to deal with related problems. It affords an opportunity for evaluating and appraising the information submitted by the applicant as to his character, health and personal qualifications, his references and records, and his possibilities for growth in the service. The interview is commonly the final phase of the examination and is given only to those persons who have passed the first two tests.

The relative weight to be given to each of the three types of tests varies with the nature of the recreation position. The personal test is commonly scored in combination with an appraisal of the applicant's record of education and experience. The following schedule suggests a basis for weighing the three types of tests, with respect to the positions mentioned:

	Written Test	Practical Test	Oral Test and Experience Record	Tota
Superintendent	5	—	5	10
General Supervisor	5	—	5	10
Special Activity Supervisor	4	3	3	10
Director	4	2	4	10
Recreation Leader	4	3	3	10
Specialist or Special Teacher	4	4	2	10

Officials responsible for the selection process should know the principles of selecting personnel, the essential qualifications for the positions and the best methods of performing the duties involved in the positions. Ability to evaluate the qualities of candidates in an oral test and to grade the answers in a written examination with accuracy requires a thorough knowledge of recreation work. Similarly, ability to score an applicant in a practical test involving leadership techniques requires a familiarity with recreation methods, which few possess unless they have had recreation experience. Consequently, in cities where the selection process is performed by Civil Service or some other central agency the advice and assistance of experts in the recreation field should be utilized. Outstanding

recreation executives and other experts in the recreation field have been engaged by many cities to compile examination questions, assist in conducting oral examinations and practical tests, and grade the written replies. This procedure affords reasonable assurance that the examinations will be conducted and graded in a manner that evaluates fairly each candidate's fitness for the position. Civil Service or university authorities in other states might be asked to conduct the examinations for full-time positions in cases where it is necessary to seek candidates from outside the state and where several such applicants live in the same general vicinity.

Typical Examination Questions

The types of questions asked on examinations naturally vary according to the position to be filled. Applicants for the position of superintendent or general supervisor are usually asked questions of the essay type, relative to problems of organization and administration or the individual's familiarity with the basic problems underlying a playground system. Questions of this type require more or less comprehensive replies. Free answer replies of this sort, whether written or verbal, are difficult to grade uniformly and cannot be judged or scored with accuracy except by an expert in the recreation field. Short answer questions of the true-false, multiple-choice, completion or matching type are more commonly used and more practicable for the subordinate positions. The preparation of such questions that are fair and at the same time test the applicant's knowledge and judgment is exceedingly difficult and calls for the utmost care. However, since correct answers may be prepared for such questions, papers can be graded quickly and accurately.

Superintendent or General Supervisor. Typical questions in examinations for the position of superintendent or general supervisor follow:

1. Outline the staff requirements and organization for the playground system in a city of 100,000.
2. Describe the methods you would use to assure the effective operation of the playgrounds in a city.
3. Prepare a set of instructions to playground directors with reference to the summer program of activities.
4. List and briefly describe the types of records that are essential to successful operation of a playground system.
5. Indicate specific methods you would use to enlist the co-operation of city departments and community agencies in the playground program.

6. Describe the essential features of a well-developed playground and list important considerations in the design of such an area.
7. Prepare a budget for the playground system in a city of 50,000.
8. State the values of a well-conducted playground system and the reasons why it merits public support.

Special Activity Supervisor. Because there are many types of special supervisor, the specific questions vary according to the nature of the position to be filled. The following questions, however, are typical:

1. How would you integrate your special activity with others in the recreation program?
2. What should be the relation of the special activity supervisor to other special supervisors? To the directors of playgrounds and indoor centers?
3. Explain the methods you would use in recruiting high school seniors for your program in which you hope they will participate after graduation.
4. Outline your plans of organization and activities for a Halloween parade and festival.
5. Write briefly on the social and cultural benefits derived from participation in recreation arts and crafts.
6. Prepare a floor plan of an ideal craft workshop, showing arrangement of facilities and equipment, and list crafts it is possible to teach in the shop.
7. Describe the crafts personnel recommended for a city of .... and state approximate budget needed.
8. What local materials and resources in your community would you use in an arts and crafts program?
9. What are the advantages or disadvantages of having teams backed by commercial concerns? Do you recommend such procedure?
10. List the committees on which the supervisor of athletics might be expected to serve as ex-officio secretary. What part should he play on these committees?
11. Describe in detail how you would proceed with the organization of a city-wide softball program.
12. How would you go about starting and organizing an amateur orchestra of fifteen or more players in a community center?
13. Suggest ways in which music can be well used in connection with other activities of the recreation department.
14. To what groups and in what places can the recreation de-

partment be of musical service to the city other than through the actual conduct of the groups?

15. What would your first steps be in a community in determining the recreational needs and interests of girls and women past school age and in establishing a recreation program for them? Explain fully.
16. What standards should govern a program of athletics for girls and women?
17. Outline briefly some methods you would use to create interest in and motivate the following programs for girls and women: handcraft, dramatics, music, mental activities, service activities.

The Playground Director. Questions on the examination for playground director and assistant director cover a wide range of subjects relating to the theory of play and practical problems involved in conducting a playground. The following are typical of the free answer type of question:

1. State five reasons why leadership is necessary on a playground.
2. How does the work of the playground director differ from that of the school teacher? The athletic coach?
3. Name ten characteristics you consider necessary in a good play leader.
4. To what extent and in what ways would you use (a) junior leaders; (b) volunteers?
5. (a) How can drama be used on the playground? Describe in detail how you would organize some particular form of dramatic activity. (b) Describe how you would conduct a particular handcraft project, listing required tools, materials, methods, etc.
6. How would you correlate crafts with music, drama and nature activities on the playground?
7. What are some of the important factors and considerations which must be kept in mind in planning a well-balanced seasonal program for a playground?
8. Discuss how four of these factors influence program planning.
9. What are the advantages of a big feature event at the close of the playground season? The disadvantages?
10. In what specific ways would you relate your summer program to a closing circus or festival?
11. Suppose you were asked to equip a new playground. What kinds of permanent playground apparatus would you install?

What game courts and other features would you install? Give reasons.

12. Make a list of play materials you would need during a summer at your new playground.
13. What steps would you take to safeguard the use of apparatus?
14. In what other ways would you attempt to avoid accidents?
15. In case of serious injury to a child on your playground what would you do?
16. Name the activities that you would introduce in special neighborhood evening programs on the playground.
17. Name ten special events or activities which may be used for special weekly features. Describe in detail the procedure you would follow in organizing and conducting one of them.
18. How would you discipline a child for the following: Use of tobacco; bad language; destruction of property; gambling; bullying?
19. How can you interest the mothers and fathers of the neighborhood in the playground?
20. Discuss the use of awards on the playground.
21. What kinds of clubs, if any, do you believe can be conducted successfully on the playground? Give reasons for your answer.
22. To what extent are corecreational activities practicable on the playground? What ones would you include in your program?
23. What do you believe to be the relative importance and the relationship of intra-playground and inter-playground leagues in softball, basketball and other games?
24. What can be done to provide activities for older adults on the neighborhood playground?

Questions of the true-false, multiple-choice, completion or classification type afford a good test of the applicant's familiarity with playground operations and activities and are easy to grade, but as pointed out before, the preparation of suitable questions is exceedingly difficult. The following are examples of true-false and multiple-choice questions taken from examinations for the position of playground director:

True-false

1. The round robin tournament is used more successfully with tennis and handball than is the perpetual tournament.
2. In arranging daily activities for the playground, it is ordinarily best not to follow a set program but to do the things as the majority of the group wants to do them.

3. The I.Q., the chronological age and weight are three bases commonly used for classifying contestants participating in athletic events.
4. The contents of a sandbox should be kept perfectly dry so that the children will not be exposed to dampness.
5. A disorderly child can frequently be made into a good playground citizen by delegating to him some responsibility.
6. "Black and white" is a good game for a mixed group.
7. The award is the goal toward which the child is directed, the activity is the means to this end.
8. "Bullies" should be suspended from the playground as soon as their conduct becomes annoying.
9. Bashful and timid children should be encouraged to play games in which they are the central figures in the group so they will lose their feeling of inferiority.
10. To insure fairness and a correct interpretation of the rules, playground leaders should officiate at all inter-playground contests conducted on their own grounds.
11. Playground leaders should always accompany children who travel to other playgrounds to participate in inter-playground contests.
12. Children of unusual capabilities should be allowed to stand out in all the activities in which they participate so that their leadership ability might be developed.
13. The primary objective of lantern parades and other special events is to show the people of the neighborhood what the playground has accomplished.
14. The National Recreation Association has been in existence more than forty years.
15. Experts in the recreation field estimate the total acreage required by a city for neighborhood playgrounds to be one acre to each 800 persons.
16. Space requirements for young people and adults are the same as for children in the case of badminton, croquet, paddle tennis, table tennis, tennis, and shuffleboard.
17. Card playing should be discouraged as part of the recreation program because it does not build one physically.
18. In teaching circle games of any kind, the leader stands in the center of the circle where he may be seen by all players.
19. Activities which require strength and speed are more important to adolescent girls than those in which form and skill are emphasized.
20. Enlisting the cooperation of children as junior leaders in order to provide a more varied program of activities on the playground indicates wise leadership.

21. The extent to which a recreation department enlists adult volunteer recreation *service is one indication of the caliber of its leadership.*
22. Because juvenile delinquency is increasing, a community recreation program should be focused primarily on the prevention of delinquency.
23. No factor is more influential in gaining support for the recreation department than the good will of the people who benefit from its facilities and program.
24. Individuals in craft groups should not be encouraged to use their own designs if they lack originality and skill.
25. A good recreational arts and crafts program can be developed with very little expense.

Multiple Choice

26. The best kind of a ball for a 6-year-old child is (a) basketball; (b) soccer ball; (c) bounce ball; (d) ping pong ball.
27. To make punishment helpful it must be (a) painful; (b) occasional; (c) logical; (d) light.
28. While a child is indulging in a temper tantrum, you can often help him most by (a) leaving him alone; (b) talking to him and trying to reason with him; (c) holding him firmly; (d) giving him what he wants.
29. The following tendencies may characterize a well-balanced child at one time or another. If you could develop but one of the following you should aim to help him to (a) value his own opinions; (b) meet difficulties squarely; (c) acknowledge defeat readily; (d) yield to authority.
30. Joe, age 12, has always been dependable and a leader among boys. One day he is caught trying to sneak off with a ball and bat belonging to the playground. It would be best to:
    1) call the police and have him arrested as a thief.
    2) talk seriously with him about being honest and give him another chance, stating you will say nothing about what has happened if he makes good.
    3) let him keep the ball and bat on the playground, but remind him that playground material is for him to use, not to carry away.
    4) forbid him to come back to the playground for a month.
31. Jimmie, age 8, is extremely timid. He can best be helped to overcome his timidity by:
    1) encouraging him to play games in which he is the central figure
    2) encouraging him to play with the girls and smaller boys so that he may lose his feeling of inferiority

3) telling him kindly but firmly that he is too timid and urging him to try to be more self-assertive
4) *encouraging him to play games in which he does as others do, or takes turns*

32. Team games are best suited to the following approximate age groups:
    1) 12 years and up
    2) 8-10 years
    3) all ages
    4) 6-10 years
33. The program of a Playground and Recreation Department is mainly directed toward:
    1) adjusting problem children to present day society
    2) developing leadership in those who seem to display the potentialities
    3) providing a constructive leisure-time program for an entire community
    4) preventing juvenile delinquency.
34. The play activities of preschool children are largely:
    1) imitative
    2) competitive
    3) combative
    4) cooperative
35. The "psychologically poor" home is best described as:
    1) unsanitary
    2) old-fashioned
    3) socially insecure
    4) financially insecure
36. A recreation supervisor should discuss frankly the shortcomings of a subordinate:
    1) as soon as they are reported or seen
    2) after the subordinate has had opportunity to correct them
    3) during each regular visit to the subordinate's playground
    4) after working hours

Recreation Leader. Applicants for this position are usually asked questions that relate to playground activities and methods of conducting them; also to relationships with individuals attending the playground. A few typical questions follow:

1. For children of what age would you use (a) team games; (b) singing games; (c) low-organized games?
2. Name five examples of each of the three types of games.
3. Name five games that boys and girls 12 to 15 years old can play together.
4. How would you keep a group of children 4 or 5 years old happy for an hour?

5. What activities would you conduct on a rainy day in a one-room playground shelter?
6. Give your ideas as to how to conduct a story hour.
7. What activities would you provide on the playground for 12- to 14-year-old girls? 12- to 14-year-old boys?
8. Outline the technique of game leadership as to the choice, presentation and conduct of the game.
9. Indicate in some detail the types of nature activity that can be introduced on the playground.
10. Outline steps you would use to capture the interest of a troublesome gang of neighborhood boys.
11. How can interest in an activity be maintained after the leader leaves to perform some other duty?
12. Indicate all essential steps and factors in the organization and conduct of either a rhythm band or a puppetry group on the playground.

Specialist. The questions asked in an examination for the position of specialist depend primarily upon the type of position that is open, but they usually relate to a particular phase of the program and its relation to the entire playground program. Here are a few questions:

1. What are the objectives you consider most important in your special field?
2. What place does competition play in your phase of the playground program?
3. How would you correlate your activities with other phases of the playground program?
4. Discuss your relationships with the staff at the individual playgrounds.
5. What methods do you use to interest individuals in your special activities?
6. What musical activities would you teach at a playground leaders' institute?
7. In what forms of dramatic activity would children from 7 to 10 years old be interested?
8. Outline a plan for organizing a special program at the end of the playground season, indicating what your part in it would be and how you would prepare for it during the season.
9. Name six fundamental crafts that are suitable for a playground program. Give reasons for your selection.
10. Outline a meeting for a nature club that you might organize, indicating the objectives of the club and the ages of the members.

Other Methods

Even though examinations, including a written test, are the most common method of selecting applicants for playground positions, other ways of accomplishing this are used, especially in small communities where there are few openings. All applicants are sometimes required to submit a form, as described earlier in the chapter, and are then interviewed by one or preferably two persons, one of whom should be the superintendent or supervisor of playgrounds. Workers are chosen on the basis of their record and of their promise as revealed during the interview, without a written test.

Summer playground staff workers are selected and employed in some cities following a training institute. Attendance is usually limited to persons at least 18 years old and who have at least a high school education. In some cases a person must be interviewed before being accepted for the course. Instructors at the institute grade the students on their work and those making the best showing are employed. The record in the institute is sometimes combined with a rating of the data on the application blank in arriving at the applicant's score. Persons who have served satisfactorily in previous years and who apply again are usually given preference in the selection of leaders.

Appointment

Appointment to playground positions should be on the basis of merit and suitability for the position as revealed by the tests previously described. When appointments are made from Civil Service lists the general procedure is for Civil Service to certify three eligibles for each vacancy, and the appointing authorities make the appointment from this list. The person best qualified among the three, in the opinion of the authority, receives the appointment. Persons qualifying for a position but who do not receive an appointment are placed on an eligible list, which is used in case of subsequent vacancies. It is desirable to dissolve lists after one or two years, however, and if new vacancies then occur, to establish new lists after conducting examinations. Some authorities believe the employing agency should be free to select its workers from the entire list of individuals passing the qualifying tests. Where Civil Service methods are not in use, the person or persons receiving the highest rating in the tests wins the appointment.

Unless a physical examination was a part of the preceding tests,

an individual should be required to pass one before receiving an appointment to a position.

Probation

All appointments should be made on a temporary basis. This is especially important where appointment carries with it tenure in the position. A probation period of at least six and not more than twelve months should be a part of the selective process, not only to supplement the examination but also to check its effectiveness. Probation has been defined as the policy of considering no appointment final until the appointee has demonstrated his capacity in his work. At definite intervals during the probation period the head of the recreation department should create opportunities for testing appointees and for determining their ability, and should submit to the personnel and employing agencies reports regarding their service records. Such reports should be based on objective ratings by two or more persons acting in a supervisory capacity, on the individual's performance of work classifications, and on his personal characteristics. No permanent appointment should be made unless the recreation executive certifies in writing that the worker has proved his fitness for the position. Recreation authorities should utilize more fully the opportunity which the probation period offers for weeding out incompetent workers.

Part-time or seasonal positions are seldom filled by Civil Service or subject to probation. Nevertheless, they enable the playground authorities to try out workers in seasonal employment which has a definite termination; on the basis of their records these workers can be considered later for appointment to permanent positions. Personnel procedures after workers have been employed are discussed in Chapter XVII.

CHAPTER VII

The Training of Workers

College graduation is now considered a basic requirement for most types of playground positions. Playground authorities are increasingly adopting this standard, so young men and women who plan to become recreation workers need a college education. Four years in a liberal arts college is all too short a time in which to secure a broad, cultural background and also adequate training for recreation service. In spite of the fact that the starting salaries in recreation positions, including work on the playgrounds, are often comparatively low, an increasing number of students preparing for full-time recreation service are supplementing their undergraduate course with advanced training at the graduate level.

College and University Courses

Prior to World War II very few educational institutions offered curricula that were designed primarily to prepare the student for the field of recreation leadership. Many individual courses dealing with recreation subjects were available that provided students with valuable recreation skills and a familiarity with recreation theory and practice. Many persons employed for recreation leadership, however, had received their basic training in preparation for some other field such as teaching, physical education or social work. Post-employment in-service training programs designed to supplement the preparation the individuals had received in college therefore received special emphasis by recreation authorities.

The increasing interest in community recreation since World War II and the resulting demand for additional trained leaders have been reflected in the marked expansion in training opportunities in recreation offered by colleges and universities. A large number offer one or more courses dealing with some phase of recreation leadership; nearly forty have developed undergraduate curricula providing a recreation major designed to prepare men and women for professional service in the field. Many offer courses on the graduate level. College graduates seeking recreation positions in the future should therefore have a greater familiarity with their work and should be better prepared to perform their duties successfully than was formerly the case. Persons trained in other fields will continue to fill many of the seasonal and part-time playground positions, but increasingly full-time jobs will be filled by persons who have had the benefit of special training.

Certain subjects deserve a place in any curriculum intended to prepare students for service in the recreation field. Among them are literature, the social sciences, education, physical science and the cultural arts. Courses affording a knowledge of recreation activities and experience and personal skill in them are also desirable. The nature of recreation and its significance in modern life need to be understood. Courses in recreation leadership methods and principles, the organization and operation of playgrounds and community recreation, program planning, the design and equipment of areas and facilities, publicity methods, community recreation and many others relating to the specific functions of the recreation worker should be included in the curriculum. Participation in extracurricular activities, carefully planned field trips, supervised field work and summer employment all contribute to the preparation for effective professional service. Detailed information on undergraduate college recreation courses will be found in several publications listed in the bibliography on page 449.

Persons desiring to prepare themselves for major executive and supervisory positions find it advantageous to continue their studies on the graduate level, preferably after a period of employment in the field. The list that follows, though by no means complete, indicates subjects that are commonly offered in graduate courses: adult education, business procedures, city planning for recreation, community relationships, construction and maintenance, legal problems, municipal government, recreation administration, personnel management, methods of supervision, recreation budgets, research methods, and educational administration. These are the types of

subjects that would prove especially useful to the person seeking a position as superintendent or general supervisor.

TRAINING INSTITUTES[1]

A preseason training institute for playground leaders is considered in most cities as a prerequisite to a successful playground season. It is obviously impossible to prepare a person for playground leadership in a few days; but an intensive course dealing with playground objectives, methods, activities, and problems serves a useful purpose. To experienced workers it serves as a refresher course, provides additional skills, and is a means of preparing for the special projects to be carried on during the summer. To new workers it supplements their college studies by providing an understanding of their duties, an introduction to playground activities, and a guide to the solution of playground problems.

Cities with playground systems have made it a common practice to hold a training institute for playground leaders before opening their playgrounds for the summer season. They consider it as essential a part of their preparation for the playground season as ordering the supplies and employing the leaders. Although such institutes are less common in smaller cities with only a few playgrounds, a preseason training course is nevertheless desirable. Where two or more small cities are in the same vicinity a jointly sponsored institute, even if it runs for only two or three days, can contribute greatly to the success of the program. Many cities conducting an institute invite small communities nearby to send their playground leaders to the institute for training.

Where appointments are to be made following the institute, all applicants for positions are required to attend. In case the institute is primarily for employed workers and attendance is compulsory they are paid for the time devoted to the sessions. Prospective workers must take the entire course, but where individuals have attended a similar institute in previous years certain parts of the course may be optional. Experienced workers may be required to take work along lines in which they have shown a weakness.

Preliminary Organization

Playground authorities planning a training institute must consider

[1] The statement that follows is adapted from *Training Your Playground Leaders,* issued by the National Recreation Association in 1946.

a number of factors, several of which will be discussed briefly.

Length of Course. Preseason playground institutes vary in length from two to ten days, usually with two sessions daily. In a two-day institute only a few high spots can be reviewed and only a limited number of subjects can be considered. In the longer courses a more comprehensive study of playground methods, problems and activities is possible. A full week should be given to the institute wherever conditions justify.

Dates. Since the chief purpose of most institutes is to prepare leaders for the summer playground season, schedule the sessions when a majority of the prospective leaders can attend. If they are drawn largely from the locality, the institute can be held during the spring months, with weekly sessions. Most institutes are scheduled for a week in June, however, immediately preceding the opening of the playgrounds.

Time of Sessions. When full daily sessions are held—an arrangement that is desirable—they generally open about 9 A. M. and extend throughout the day. One or more evening sessions may be planned. If the institute is scheduled during a period when daytime sessions are not practicable, evening sessions may be necessary.

Meeting Place. Hold the sessions at a playground building with suitable indoor facilities, if available. Proximity to a playground enables the group to study conditions on the ground and to engage in activities in a normal setting, and facilitates opportunities for practice leadership. Naturally, the place should be accessible. The building should provide a room suitable for lectures and for participation by the group in games, crafts and other activities.

Faculty. The superintendent of recreation usually serves as institute director, leads many of the group discussions and presents some of the institute topics. An experienced worker from outside the city is sometimes employed to direct the institute. Members of the playground staff should have a share in the program, and committees of workers may be appointed to take charge of certain features such as publicity, facilities, registration and exhibits. Guest speakers commonly participate but should be used sparingly. Occasionally, enlist the services of recreation specialists to help the local playground staff with some of the activity courses.

Eligibility. In cases where registration is restricted to persons

already employed or who are applying for playground positions, only persons meeting the eligibility requirements for employment as playground workers are admitted. In many communities, however, volunteers are encouraged to participate in the playground training program; and high school boys and girls who are to serve as junior assistants are also permitted to enroll, at least for certain sessions. In some communities, volunteers are asked to pledge a minimum amount of time on the playgrounds before they are permitted to enroll for the course.

Supplies and Equipment. Secure suitable tables and chairs, tools and supplies for arts and crafts projects, and supplies and equipment for the sessions devoted to games and sports. A piano is needed for accompanying group singing and for use in connection with the music, folk dancing and other activity periods. Have a carefully selected library on hand for reference and study. The content of the course and the number to be enrolled determine the specific types and amount of supplies and equipment that must be provided.

Announcement. Before the institute opens, prepare a preliminary announcement outlining the nature of the course, covering a number of the items previously mentioned, and containing any specific directions or suggestions to students. For example, instruct those attending to come to the sessions dressed for participation in the activities, and to bring pencil, notebook and any other essential materials. Clearly state in the announcement the purpose of the course and the obligations entailed in attending it.

Examination and Certification. To persons already employed no final examination is necessary. In case attendance at the institute is one of the requirements for employment, an examination is generally held at the end of the course. Certificates are sometimes granted to persons who have completed the course satisfactorily. Where this is done, careful attendance records are essential.

The Institute Program

In planning the course the superintendent of recreation or other authorities should select the topics and features that will make the greatest contribution to the local playgrounds. The subjects to be covered and the methods of dealing with them must be related to the experience and special ability of the instructors and of the

leaders who are to attend. No standard course can be developed to fit the requirements of all communities. Most of the persons who are to attend, as a rule, have had some training and experience in playground work, have some general aptitude and experience in dealing with children, or have special skill in one or more types of play activities. Design the course to help them do a better job.

Following are a few suggestions as to the content, arrangement and conduct of an institute program:

1. Cover the objectives of the playground program, the functions and duties of the playground leader, and the major problems that arise on the playground and methods of dealing with them. It is not fair either to leaders or children to assign persons to playgrounds who do not have at least a general understanding of the principles and problems involved in playground operation.

2. Include several types of popular playground activities. Children attend playgrounds primarily because of the activities which they can engage in there. Playground leaders need to be familiar with the play interests of children, the common popular forms of playground activity and the methods of presenting and conducting them. Each leader, paid or volunteer, should have special skill in at least one type of playground activity.

3. Intersperse lecture and discussion periods with periods devoted to participation in activities, demonstrations and practice leadership. Diversification in the schedule helps sustain the students' interest.

4. Schedule few formal presentations in the form of lectures, keep them brief and following them allow time for questions and discussion.

5. Allow ample time for periods devoted to group activities, to afford opportunities for satisfactory participation or for leadership training. One or two brief periods devoted to the use of crafts tools and materials, for example, or to the presentation of plays on the playground have little training value.

6. Utilize every opportunity to relate discussions or participation periods to the local playground situation and to problems the workers will face. Insofar as possible organize and conduct the activities on the playground itself, with the students forming the play group.

7. It may be advisable to divide the group for part of the institute, as during a period devoted to apparatus stunts for boys and to folk dancing for the women and girls. If members of the group vary widely in experience, excuse older workers from sessions deal-

ing with problems or activities with which they are familiar and arrange a few special sessions for them, to be conducted on a seminar basis.

8. The opening session sets the tone for the entire institute. Include singing under a competent leader, a brief statement of the purpose of the institute by the director, important announcements, introduction of the institute staff, distribution of supplies, and a welcome or word of greeting from the mayor, chairman of the recreation commission or some other outstanding citizen.

9. At some time each day, preferably in the brief opening period, have the director summarize the work covered during the preceding day and indicate briefly the current day's program. In case outside leaders or guest speakers are used, the director should relate the material they present to the total institute program.

10. Before the final session inform all persons who are to serve on the playgrounds concerning the department's policies and what is expected of them, and give them their assignments and any mimeographed material relating to the summer's work.

11. Close the institute on a high note, possibly with a party, picnic, dance or nature hike. This should be not only an enjoyable occasion but also a demonstration of an activity that can be introduced in the summer's program.

A suggested list of topics for playground institutes follows:

General. History of the Playground Movement in America, The Function of the Playground, The Playground and the Neighborhood, Theories of Play, The Playground System in X-ville.

Areas and Facilities. Laying Out and Equipping the Playground, Maintenance of Areas and Facilities, Playground Space Standards, The Use and Care of Supplies and Equipment.

Leadership. Junior Leadership on the Playground, Leadership Methods, Officials for Games and Athletic Contests, The Job of the Playground Leader, Volunteers on the Playground.

Administration and Operation. Awards and Point Systems, Evaluating Results, Parent and Neighborhood Relationships, Playground Publicity, Problems of Discipline, Problems of Playground Operation, Records and Reports, Safety on the Playgrounds, The Use of Playgrounds by Adults.

Activities and Programs. 1. General: Activities for Older Adults,

Club Organization on the Playground, Corecreation Activities, Correlating Playground Activities, Day Camping, Evening Activities, How to Organize and Conduct a Tournament, Inter-playground Activities, Off-the-Playground Activities, Organizing and Conducting Special Events, Program Planning, Types of Play Activities. 2. Types of Activities: (a). Games and Sports—Low-Organized Games, Athletics for Girls, Physical Fitness Tests, Physical Stunts, Play Days, Quiet Games, Sotfball Clinic, Team Games. (b). Crafts, Drama and Music—Arts and Crafts, Folk Dancing, Informal Dramatics, Music Activities, Playground Drama, Puppetry, Storytelling, The Pageant or Festival. (c). Others—First Aid, Gardening, Hobby Groups, Nature Activities, Party Activities, Pool Activities, Sand Play, The Circus.

The Institute Schedule

The schedule on the following page represents a suggested program for a five-day training course, with sessions from 9:00 A.M. to 5:00 P.M. daily. Approximately one third of the time, or three short periods each day, is devoted to lecture and discussion; the rest, largely to playground activities. Three daily periods, two of them considerably longer than the others, are devoted to the activity subjects. Only twice during the institute is the group divided, with the men and women taking part in different activities. The schedule on page 99 provides a general review of playground problems, methods and activities; it is not designed to afford a workshop training course in specific playground activities.

The institute schedule may be helpful to a local group in arranging its own training program. Naturally such a group will select the topics of greatest interest in the locality and will make a time allotment considered most advisable. In drawing up a schedule assign those topics which merit most consideration to the longer periods. In case the group feels that some institute sessions should be set up on a workshop basis, revise the schedule and allot a full period each day to one activity such as nature, crafts, puppetry or folk dancing. Such an arrangement would prepare the individuals taking part in workshop periods to conduct specific playground activities.

Typical Institute Programs

A three-day institute conducted by the Bureau of Recreation in Evanston, Illinois, for its playground leaders illustrates many desir-

A PLAYGROUND INSTITUTE SCHEDULE

	A.M. 9:00-9:15	*Lecture and Discussion* 9:15-10:15	*Activities* 10:15-11:40	*Lecture and Discussion* 11:45-12-30	*Activities* P.M. 1:30 2:30	*Lecture and Discussion* 2:30-3:30	*Activities* 3:35-5:00
MON	Singing; Greetings Announcements Introductions Assignments Get-acquainted Games		Low-organized Games	The Function of the Playground	Informal Dramatics	The Job of the Playground Worker	Arts and Crafts
TUES	This period will be used daily for such activities as: Song Leading Announcements Assignments Summary by Director Committee Reports Distribution of Materials	Types of Play Activities	Arts and Crafts	Parent and Neighborhood Relationships	Story-telling	Safety on the Playground	Nature Activities followed by a Nature Hike and Cook-out
WED		Program Planning I	Softball Clinic (men) Activities for Young Children (women)	Program Planning II	Quiet Games	How to Organize and Conduct a Tournament	Conduct of a Tournament
THURS		The Use and Care of Supplies and Equipment	Music Activities	Problems of Discipline	Physical Stunts (men) * * Folk Dancing (women)	Evening Activities	First Aid
FRI		Problems of Playground Operation	The Organization of Athletic Leagues	Maintenance of Areas and Facilities	1:30-3:15 Résumé of Institute Questions and Problems; Summer Plans and Assignments (If no final exam is to be held the early afternoon period may be devoted to some other subject)		3:30-5:00 Final Examination followed by a Picnic

able program features and is quite typical of courses conducted by local playground authorities. The range of subjects is more restricted than in the suggested five-day institute (page 99); however during the three days important topics were considered and a variety of activities were presented. Due to the limited time available, some of the activity periods were shorter than might be desired. The program schedule follows:

	First Day
9:00 A. M.	Movies—"Leaders for Leadership"
9:30 A. M.	Lecture and demonstration—Game Leadership Direction
10:00 A. M.	Activity——Softball, Kickball, Volley Ball
11:00 A. M. - 12:00 M.	Activity—Low-Organized Games
1:30 P. M.	Lecture and discussion—Playground Administration Policies
3:00 P. M.	Activity—Deck Tennis, Archery, Horseshoes, Croquet
4:00 P. M.	Lecture—Quiet Group Activities
4:30 - 5:00 P. M.	Movies
	Second Day
9:00 A. M.	Lecture and demonstration—Storytelling Technique
10:00 A. M.	Workshop—Crafts
11:15 A. M. - 12:15 P. M.	Lecture and discussion—Playground Administration
1:30 P. M.	Lecture and demonstration—First-Aid Safety
2:30 P. M.	Workshop—More Crafts
3:00 P. M.	Activity—Creative Dramatics
4:30 - 5:00 P. M.	Announcements, Assignments
	Third Day
9:00 A. M.	Lecture and discussion—Unusual and Rainy Day Programs
10:00 A. M.	Lecture and discussion—Nature Programs
11:00 A. M. - 12:00 M.	Lecture and demonstration—Table Games
1:30 P. M.	Lecture—Use of Volunteer and Junior Leaders
2:00 P. M.	Activity—Musical Activities
3:00 - 5:00 P. M.	Activity—Party Program

A four-day institute for playground leaders held in Tacoma, Washington, is typical but has several interesting features. The opening session was for new leaders only. Policies, procedures and

programs for the summer season received special emphasis throughout the institute. Lectures were interspersed with demonstrations of activities and periods devoted to instruction and participation in games and other activities. Less time was set aside for participation in activities than is often devoted to this type of feature. The institute program schedule follows:

First Day

(This session for new leaders)

9:00 A. M.	Activity—Group Singing
9:15 A. M.	Lecture—The Importance of Recreation
9:45 A. M.	Lecture and discussion—The Organization of Leagues and Tournaments
10:30 A. M.	Discussion—Playground Administration Manual
12:00 noon	Lunch

(All leaders required to attend remaining sessions)

1:30 P. M.	Activity—Get-Acquainted Games
1:45 P. M.	Introduction of Staff and Announcements
2:00 P. M.	Lecture—The Summer Playground Program
2:30 P. M.	Demonstration—Creative Dramatics
3:30 P. M.	Activity—Games for 6-7-8-Year-Olds
4:15 P. M.	Distribution of Resource Materials

Second Day

9:00 A. M.	Activity—Action Songs
9:15 A. M.	Instruction—Handicraft
10:30 A. M.	Demonstration—Volley Ball and Softball
11:30 A. M.	Lecture—Our Cooperation with the Junior Red Cross
12:00 noon	Lunch
1:00 P. M.	Demonstration—Creative Dramatics
2:00 P. M.	Lecture and discussion—Policies Concerning the Individual Playground
3:30 P. M.	Activity—Games for 9-10-11-Year-Olds
4:00 P. M.	Demonstration—Tether Ball, Horseshoes, Paddle Tennis

Third Day

9:00 A. M.	Activity—Action Songs
9:15 A. M.	Instruction—Handicraft
10:30 A. M.	Lecture—City-wide Athletic Programs in Relation to the Individual Playground
11:15 A. M.	Activity—Games for 12-13-14-Year-Olds
12:00 noon	Lunch
1:00 P. M.	Lecture and discussion—How to Prevent Accidents on Apparatus Through Safety Activities
2:00 P. M.	Lecture—Pep Up Your Program with Special Events
2:30 P. M.	Lecture—Storytelling Aids
3:00 P. M.	Lecture—First-Aid Pointers

3:30 P. M.	Photograph of Staff
4:00 P. M.	Demonstration–Creative Dramatics
	Fourth Day
9:00 A. M.	Activity–Action Songs
9:15 A. M.	Lecture and discussion–Your Relationship to Your Neighborhood
10:00 A. M.	Lecture–Keeping the Public and Children Informed
10:45 A. M.	Seminar–Playground Problems
11:15 A. M.	Assignment of Playgrounds, Issuance of Keys, Report Forms, Supplies, etc.

Special Institutes

Special training courses open to interested individuals and to representatives of local organizations as well as to their own workers are conducted from time to time by many recreation authorities. These courses are generally devoted to a particular phase of recreation such as dramatics, home play activities, social recreation, handcraft or folk dancing. Playground workers are encouraged to attend these courses, which offer them an opportunity to become more proficient in a particular activity or to acquire a new skill which can be used to advantage on the playground. These courses are sometimes conducted by local people who are expert in the particular subject; often specialists from national organizations are secured for this service.

In-Service Training

Emphasis has been properly laid upon the suitable training of leaders before they are employed for service on the playground. The training process does not stop when a leader is employed, however; it continues throughout the entire year or season. This is all the more important in case the leaders have had only limited special training and experience; yet in-service training programs are most fully developed in cities with a competent experienced staff employed full time the year round. In-service training programs are essential to keep workers alert and informed as to new methods and developments, help them to advance in their profession, increase their usefulness to the department and make for greater effectiveness of playground operation. A few in-service training methods will be considered briefly.

Staff Meetings

The staff meeting, conducted by the superintendent or supervisor of playgrounds, is a widely used means of training playground workers. In places with a year-round staff and program, regular staff meetings are likely to be held once a month, with special meetings called as necessity arises. A weekly meeting is commonly held during the summer months. Saturday morning is a fairly popular time, especially where the playgrounds are closed on Saturdays or are open with only a limited program. Sometimes the meeting is held in the evening. This time is not generally considered satisfactory as the workers are tired after the day's work. Besides, there is an increasing tendency to keep the playgrounds open during the evening hours. Monday morning is a fairly common time for the meeting. Schedule it when it will least interfere with the playground program, when the workers find it most convenient to attend and when the best results are likely to be attained for the entire playground program. Hold the meetings at some conveniently located center, such as the recreation department office or a playground field house.

Meetings at which attendance on the part of the workers is compulsory should be held during scheduled working hours. In other words, attendance should be a part of the regular assignment. Substitutes and part-time workers should be encouraged to attend, if they are not required to do so, as the meetings afford an excellent training opportunity. Workers are urged to bring notebooks and pencils and to make notes of instructions and announcements. In some cities workers are instructed to come properly dressed to take part in demonstrations and activities.

The purposes of the staff meeting are to:

1. Review special events or happenings of unusual significance during the current or preceding week.

2. Outline and discuss the program for the following week.

3. Plan and fix responsibility for conducting scheduled inter-playground or city-wide events.

4. Offer special instruction by supervisors and others in activities that are to be conducted on the playgrounds.

5. Discuss relationships between staff members, directors, supervisors and caretakers.

6. Hear and discuss reports of committees of staff members appointed to study special problems.

7. Interpret rules, regulations and policies affecting the staff or its duties on the playgrounds.
8. Comment on local developments related to playgrounds, such as a safety campaign, delinquency study or city plan report.
9. Call attention to recent publications, to coming events and to other opportunities for self-improvement.
10. Hear occasionally an address by outstanding national, state or local leaders on some phase of playground work.
11. Iron out difficulties and misunderstandings affecting the staff as a whole.
12. Share new ideas.

The staff meeting, if wisely conducted, offers a splendid opportunity for raising the standard of work on the playgrounds and for developing a spirit of cooperation among members of the staff. It can be used to develop a professional attitude among the workers by stimulating a desire on their part to do a better job and by interpreting the significance of their experiences on the playground. The executive must have a definite program for each meeting. He must give the members of his staff a share in the responsibility for planning the meetings and encourage them to express their opinions freely on the topics under discussion. Part of the staff meeting, as a rule, should be devoted to definite instruction or class work in which all participate, although the group may be divided for this part of the meeting. The men may work on model aircraft, for example, while the women learn new folk dances. Each staff member might be assigned a topic relative to playgrounds which he must present at one of the weekly meetings. These talks afford excellent training in public speaking, give the workers a better understanding of playground problems and help them answer intelligently the questions asked on the playgrounds. Occasionally the the superintendent sets aside the time immediately following the staff meeting for interviews with workers who wish to discuss special problems with him. This is not possible when the meeting is held just prior to a time when the workers must report for duty on the playground. Weekly reports and requisitions are often turned in at staff meetings.

Other Methods

Many city playground departments issue staff guides, manuals and supplementary bulletins which provide their workers with definite instructions as to their duties and program features. Some

prepare and distribute reading lists, sometimes with the cooperation of the staff workers. Copies of RECREATION and activity magazines, special bulletins and other educational materials relating to playgrounds should be available. Urge workers to use the publications comprising the playground library and to draw on the main office library for supplementary reading.

The regular visits of the supervisors to the playgrounds afford an additional training opportunity. After observing the work of the leaders, supervisors should point out weaknesses and suggest methods of correcting them. A further discussion of this type of training "in the harness" will be discussed elsewhere.

In some cities, where playgrounds are conducted on a year-round basis, the directors have formed a club or association to improve the effectiveness of the members, to promote good fellowship and to further public recreation in every way. Such organizations under wise leadership offer possibilities of raising standards of playground service and through picnics, outings and social gatherings, provide recreation for members and their families. Some workers meet regularly to discuss and report on research problems. This sort of project makes for better understanding and greater efficiency on the part of playground workers and is a valuable part of a staff-training program.

The wise superintendent encourages his workers to experiment, to try out new ideas and methods and to make adaptations in the playground program. He urges them to submit suggestions and to discuss new ideas at the staff meetings. He calls to their attention local events which may afford suggestions for the playground, such as exhibitions at the art institute or museum, music, drama or dance programs, the circus or a pet show. By stimulating them to be on the watch for new ideas that may be useful in their own work, he keeps them alert and constantly enriches the playground program. At the close of the playground season questionnaires may be distributed among the workers asking them to express their opinion on various phases of their work and to offer suggestions for improving the playground service.

Opportunities for exchanging ideas among workers are provided by state and district meetings of recreation leaders and by the National Recreation Congress, and workers should be encouraged to attend them insofar as possible. Local meetings of groups interested in such subjects as athletics, camping, girls' activities or dancing afford occasions when playground workers can increase their knowledge. Short term courses or lectures in subjects related

to playground work can add to the skills and understanding of workers who attend them. Year-round workers are often given special leaves to pursue their studies or to observe playground work in other cities.

CHAPTER VIII

Volunteers

Volunteer leadership has played an important part in the playground movement in the United States since playgrounds were first established. Many present-day recreation departments owe their origin to the work of voluntary playground associations which sprang up in the 1890's or early in the twentieth century. Even after such service became recognized as a municipal responsibility and workers were regularly employed on the playgrounds, volunteers continued to aid the movement in various ways. With the decrease in municipal playground budgets during the early 1930's and the corresponding reduction in the number of paid workers at a time when the need for service was increasing, volunteers rendered exceedingly valuable service on the playgrounds in many cities. Later when large numbers of emergency leaders were made available, the volunteers were largely replaced by these workers. Volunteers continue to perform useful functions on the playground, however, and today they are used in larger numbers and in a greater variety of ways than ever before.

Value and Limitations

Volunteers are needed on the playgrounds to meet the increasing demand for wholesome leisure-time activities and to supplement the paid staff. Appropriations never provide all the leadership that is desirable and yet the age range of the groups to be served is on the increase, thus creating a demand for an expanded program.

As people have a greater amount of free time, there will be more opportunity to enlist as volunteer leaders persons with skills and abilities that will enrich the playground program. It is therefore important that playground workers understand the value of the volunteers to the total program as well as the limitations involved in using this kind of leader.

The Value

Volunteers bring a fresh point of view and an enthusiasm to the professional staff and to the participants in the program. When they are recruited from the playground neighborhood, their knowledge of the background, attitudes and interests of the children and adults served can play an important part in interpreting community opinion. Volunteers learn the service rendered at the playground and appreciate its worth, and become interpreters and effective ambassadors for the playgrounds in the community. They can bring to the attention of paid leaders specific needs in the neighborhood and community and can suggest resources to tap to meet these needs.

The fact that persons are willing to serve the playground department without compensation should give the employed staff a renewed sense of the value of the work. Volunteers free part of the paid workers' time by taking responsibility for specific functions or for details, so that the worker can provide a larger or richer program. Specially skilled volunteers—helping with a particular program such as nature study, chess, puppetry—draw the support of enthusiasts interested in the development of this program. The trained volunteer, through his activity leadership or committee work, makes the acceptance of high standards much easier and certainly tends to make the program more democratic.

The Limitations

Some recreation workers make little use of volunteers because they believe it requires more time and effort to secure, train and supervise them than it does to do the work themselves. Others, because of unfortunate experiences with volunteers, believe they have no place on the playground. A few limitations in the use of volunteers are briefly indicated.

Volunteers, as a rule, will accept only limited responsibility and cannot be required to perform as great a variety of tasks as paid workers. Several volunteers may therefore be needed to do the

work that might be performed by a single paid worker. It is also more difficult to hold volunteers to strict account for the satisfactory performance of their duties. Their recreation interest is usually secondary and they do not always feel as fully obligated to carry out their assignments, as a paid worker does. Consequently the volunteer sometimes neglects to report for duty when an attractive social engagement presents a conflict. When difficulties arise or obstacles are encountered he often becomes discouraged and quits. As a result programs dependent upon unpaid leaders have less assurance of being completed than when paid workers are used.

Some people demand special consideration when serving as volunteers and their attitude makes it difficult to maintain satisfactory relationships to the paid workers on the same playgrounds. Willingness to serve does not always indicate fitness for the job and authorities sometimes find it difficult to use individuals who offer their services. Volunteers skilled in recreation activities cannot always do a satisfacory job because they do not understand leadership principles and methods or share the standards and ideals of the paid authorities. Occasionally a person who has given service as a volunteer feels that he should be given a paid assignment. Authorities must make sure that volunteers do not attempt to exploit their service on the playground for commercial or unethical purposes. In spite of these limitations experience has shown that the intelligent use of volunteers yields worth-while results.

Types of Service

Volunteers can serve playgrounds in many different ways. Some tasks require only brief occasional periods of service, whereas others make regular demands on the volunteer's time and attention throughout the year or season. Some call for specific skills; others can be performed by anyone who has the desire to serve. Volunteer service in general may be classified under three types: Administrative, Advisory or Promotional; Activity or Group Leadership; Non-Leadership Services.

Administrative, Promotional, or Advisory

Lay service of this type generally involves membership on boards, councils or committees. In this group are included the members of the official board or commission responsible for the department's operation, of special departmental committees, or of advisory

groups such as a recreation council. Under this type are also the persons who assist with referendum campaigns, who accept assignments to help interpret the work of the department to the local authorities or the public, who help in raising funds for playground projects, who serve on speakers' bureaus, who are members of a parents' council or of an advisory committee sponsoring a phase of the program.

Activity or Group Leadership

This type involves organizing, guiding or instructing people engaged in some form of playground activity. Most program volunteers help with a specific activity rather than giving general supervision to a playground or assisting with several phases of the program. People usually prefer to serve in the particular activity in which they have special skill or ability. Opportunities for this type of volunteer service are limited only by the scope of the program and the resourcefulness of the paid leaders. Volunteer service by activity or group leaders may include:

1. Telling stories at specified times to playground children
2. Teaching boys and girls the fundamentals of individual sports, such as tennis, badminton or ice skating
3. Helping with playground drama projects by assisting groups in selecting plays, choosing the cast, building the scenery, making the costumes, securing the properties and arranging for the presentation
4. Instructing children in playground crafts, such as paper craft, leather work, modeling, woodcarving or sewing
5. Serving as nature club leader, taking the group on nature hikes, developing playground and neighborhood nature projects, such as labeling trees, erecting bird houses, bird baths and feeding stations, and collecting nature specimens
6. Assisting children with the planting and care of tract or home gardens, including the securing and distributing of seeds and tools and the preparation of garden exhibits at the end of the season
7. Serving as instructor of art clubs or classes in such activities as drawing, painting, poster making or sculpturing
8. Leading community singing and conducting rhythm bands, toy symphony orchestras or other instrumental groups
9. Helping with marionette and puppetry projects, including making the puppets and writing and producing shows
10. Guiding children on visits to nearby museums, historical sites, art galleries, factories and other places of special interest

11. Conducting children's games of various types, such as singing, circle and low-organized games, and folk dancing
12. Organizing, conducting, and officiating at tournaments of all kinds such as horseshoes, paddle tennis, badminton, hop scotch, marbles and kite flying
13. Helping with projects in the sandbox, such as modeling and the building of towns, railroads

Non-leadership Services

Persons who lack recreation skills and ability to organize or lead groups, who do not feel qualified to serve on boards or committees or who cannot give time regularly for such service can still help in many ways. The playground budget and staff are never sufficiently large to permit the authorities to meet fully the needs of the people in the playground neighborhood. In countless ways individuals who wish to serve can be used to advantage. Here are a few of them:

1. Assisting with registration during the opening week of the playground season
2. Officiating at athletic games, tournaments or contests
3. Furnishing transportation for playground groups to picnics, playdays or special outings
4. Performing at playground entertainments
5. Helping make costumes, scenery or properties for plays and pageants
6. Operating public address systems or lights at special events
7. Preparing playground publicity and taking pictures of playground activities
8. Constructing, loaning or repairing game equipment and supplies
9. Helping in the playground office or storeroom
10. Laying out and maintaining special facilities
11. Serving as ticket seller, usher or judge at special events
12. Preparing and serving refreshments on special occasions

A few examples of special kinds of service will indicate the wide range of volunteer activity which the resourceful leader can utilize. In one city a young artist who became interested in a pageant at the playground pool designed and painted the sets used in the production. A photographer loaned the lights which added greatly to its effectiveness In another city a noted sculptor served as judge in a snow modeling contest. A series of inter-playground baseball games was made possible in one city because a man employed part

time volunteered to accompany the teams when they played away from their own playground. A teacher of art in the public schools assisted a group of children in preparing posters for the playground bulletin board throughout the summer. The volunteer firemen conducted a marble tournament in one city; in another the storytellers' league sponsored a city-wide storytelling contest.

Selection

The recruiting of volunteers requires time and effort on the part of the paid staff, not only to find persons who are willing to serve but also to make sure that they have the proper qualifications. Regardless of the type of service which they are to render, volunteers should have the personal qualities considered essential in all recreation leaders (See page 67). Persons being considered for activity leadership should have additional qualifications such as knowledge of activities, personal skill in one or more of them and ability to organize, teach and deal with groups. The range of duties that can be assigned to volunteers is so wide, however, that an opportunity can be found to use effectively every intelligent individual of good character who offers his services.

Playground workers who are well acquainted with their neighborhoods know how to find individuals who might be enlisted as volunteers. There are advantages in using people from the playground neighborhood, although in some cases the playgrounds in greatest need of help are located in neighborhoods where qualified leaders are relatively few in number. Volunteers must be recruited from other parts of the community. In view of the variety of tasks performed by volunteers, they are recruited from many sources, but the following are among the most promising:

1. Parents of playground children. Mothers of young children, for example, are often willing to supervise a play lot; fathers, to coach a softball team or help with a coaster derby.
2. Individuals with a special hobby, such as arts and crafts, photography, nature, stamps or puppetry
3. Members of athletic clubs and sports to serve as officials, coaches or instructors
4. Junior League members, who are seeking ways to serve
5. Librarians or members of the storytellers' league
6. College students preparing for recreation or related fields, who need to gain practical experience and who may receive college credit for it
7. Persons who were formerly active in the playground program

and who may be willing to help others have a similar experience
8. Older Boy and Girl Scouts, who may welcome an opportunity to serve as a means of meeting merit badge requirements
9. Organizations often perform a specific task related to their interest. The American Legion, for example, may be asked to take charge of an Independence Day celebration or the local garden club, a playground garden project.

Individuals sometimes offer their services on their own initiative, but experience indicates that most people must be asked to help. Personal contacts with people known to have interest and skill are often the best means of recruiting volunteers. Appeals to interested organizations have proved successful, especially to parent-teacher associations. Playground authorities have also utilized volunteer service bureaus which have been established in large cities, usually by councils of social agencies. The many services rendered by boys and girls on the playground are described in Chapter IX.

Training

The importance of adequate training for playground work, pointed out in the preceding chapter, applies also to volunteers, especially those who are serving as group or activity leaders. In selecting helpers the executive naturally seeks to enlist individuals who by training and experience are best qualified to perform the work. Nevertheless, every volunteer leader requires some training by the department, regardless of the skill and experience which he brings to his work.

The department obviously is not in a position to train an individual to be an orchestra conductor, a crafts instructor or a naturalist. On the other hand, a person who has special training in the field of music, crafts or nature needs to become familiar with the aims and ideals of the department, the objectives to be sought in the activity, the general procedure to be followed, the principles of recreation leadership and the specific duties he is expected to perform. He needs to know the nature of his relationships with and his responsibilities to the members of the group to be served and to the employed workers. Little special preparation is required, however, for the person who is to help with a specific task on one or more occasions only. As with the paid workers, training does not consist merely of preliminary preparation for a job. It is a process continued throughout the period of service by means of

staff meetings, conference, advice from supervisors, directed reading and observation of the work of others.

The institute or brief training course is perhaps the most widely used means of helping prepare volunteers for successful leadership service. Playground institutes are usually brief, because most volunteers cannot devote a great deal of time to them. They also cover a wide variety of subjects because of the many ways in which the volunteers are to be used. Occasionally, where emphasis is to be laid upon a specific phase of the program such as storytelling or rhythm bands, the institute is focused upon this subject. Volunteers, to help regularly throughout the playground season, are encouraged in most cities to attend sessions of the preseason institute conducted primarily for paid leaders. Suggested topics and methods of conducting such institutes were presented in Chapter VII.

Administration

Problems in the use of volunteers are reduced to a minimum when sound policies and procedures are adopted and followed in the assignment and supervision of these workers. Some of these policies and procedures apply primarily to volunteers who are enlisted for leadership service over a prolonged period; others are equally applicable to all volunteers. Experience has shown that the administration of volunteer service is facilitated if the administrator

1. Assigns to the volunteers worth-while duties which contribute to the effectiveness of the playground service. Volunteers gain satisfaction from their work only if they are made to realize that the service they render is important.
2. Defines the type of work and outlines the specifics of the volunteer's job such as the number of children to be cared for and the objectives to be attained. There should be a definite understanding, preferably in writing, as to the place and time for performing the service, the nature of the duties, the person to whom he is responsible, the types of records to be kept, the materials to be provided and the length of the assignment.
3. Provides for supervision of volunteers' work with helpful advice given when needed from the paid workers. This shows the volunteers that their work is important and appreciated and also enables the paid workers to know the quality of the service rendered. However, no matter how capable, the volunteers do not lessen the need for paid workers. In fact, the more volunteers used, the more paid workers required to supervise them.

4. Maintains and appraises records of volunteers' work. The administrator drops irresponsible workers and gives more responsibility to persons who have done excellent work.
5. Assures congenial working conditions. Volunteers are more likely to continue happily if such conditions prevail. It is often advantageous to have two or more volunteers on the playground at the same time.
6. Expresses gratitude and appreciation for the service rendered. Nothing discourages such service more than the feeling that the paid workers are letting the volunteers do the work for which they are being paid. Appreciation, on the other hand, helps in recruiting and holding volunteers.

Volunteer Organizations

Playground councils, clubs and committees of various types have been organized in many cities for the primary purpose of assisting individual playgrounds. These organizations which are sometimes federated into city-wide groups render many valuable types of volunteer service, such as purchasing special playground apparatus and supplies, sponsoring playground dances, movies and festivals, furnishing transportation for playground teams and groups and providing awards and refreshments for special playground events. More detailed information concerning such organizations is given in Chapter XXII. Brief reference to the service of two successful local volunteer organizations is given below.

A plan of playground sponsorship was carried on successfully for many years in a large southern city. It provided for influential citizens interested in playgrounds, in some cases members of the Recreation Board, to act as sponsors for the playgrounds, one sponsor serving for each ground. The following suggestions were issued to each sponsor:

1. Visit your playground at least once a month—unasked.
2. Attend special events of your playground to which you will be invited—awarding certificates or getting someone else to do so, if the playground director requests it.
3. Interest others by taking them with you to visit the playgrounds.
4. Help the director in finding and enlisting the service of volunteers who will assist with handcraft, music, athletics, club work, dramatics, debating, nature study.
5. Report on needs of your playground as you see them.
6. Work for improvements in facilities that seem to you necessary.

7. Make helpful suggestions or criticisms that seem to you important.
8. Boost your playground.
9. Encourage the director—he meets with many discouragements and a friend on the board or committee will mean much to him.
10. Render any other service that acquaintance with your playground may indicate.

In a western city, a Volunteer Service League was formed, the purposes of which were stated as follows:

1. To organize those who enjoy participation or leadership in recreational activities and who are willing to serve the community with their talent and available time.
2. To encourage the organization of hobby and special interest clubs, such as drama clubs, ukulele choruses, harmonica bands, Lindy clubs, art clubs, athletic clubs, hiking clubs, travel clubs.
3. To encourage universal participation in wholesome recreational activities.

Membership in the League entitled the holder to special considerations such as free tuition in certain training classes, opportunities for gaining experience and valuable personal acquaintances. A minimum of fifteen hours' service during the season was required of all members taking leadership training courses.

The experience of playground authorities in the use of volunteers has fully demonstrated the value of their services. No city can afford to ignore the contribution in program enrichment that can result from the enlistment and use of persons willing to devote their time and abilities to work on the playgrounds.

CHAPTER IX

Junior Leaders

The development of leadership ability among children is an important by-product of successful playground operation. Play activities afford an excellent means of utilizing leadership, and playground workers constantly have opportunities for encouraging its development. Many boys and girls desire to assume responsibility, render service or have a definite part in conducting the playground program. Their cooperation is enlisted and their interest is stimulated by offering them a specific and purposeful job within the limits of their abilities.

Boys and girls secure valuable training and experience through performing duties, making decisions, exercising judgment and control and leading other children in activities on the playground. The child gains in confidence, skill, alertness and leadership through the performance of the tasks which he chooses or which are assigned to him. Children who serve as junior leaders are likely to feel increased pride in the playground, interest in the program and responsibility for its success.

Child leadership is being developed and practiced on every playground even though the worker may not be aware of it. Playground workers therefore have an obligation to direct leadership ability into proper channels and to instill in the children attending the playground right attitudes and ideals in their relationships with others. The worker should not merely assure leadership opportunities to the aggressive children: he must extend them to children who need stimulation and encouragement. This is a difficult task

for which no simple formula can be indicated, but a number of suggestions for using junior leaders effectively are presented in this chapter.

Few playgrounds have an adequate staff, and if a group of children can be enlisted as volunteer leaders, part of the worker's time is freed for other service. Without such assistance the worker is unable to care for as large a number of children or to conduct as varied a program. The use of junior leaders therefore not only tests the ingenuity of the worker in delegating responsibility and in multiplying his usefulness but makes possible a richer program reaching larger numbers of children. Boys and girls who otherwise might stop coming to the playground because it offered nothing to sustain their interest may be held either through the enlarged program or through the opportunity to render service. A junior leader program may also stimulate other boys and girls to give service which will bring them personal satisfaction and recognition. The authorities need to keep in mind that the primary purpose of junior leadership is development of the social and service potentialities of the individual child rather than the solution of an administrative problem.

Types of Leaders

It is important at the beginning to understand that there are various types of child leaders. One group may be called the "natural" leaders. These are the boys and girls who, seemingly without effort or intent, set the pace for their play group; they seem to lead naturally and the other children follow their example. Playground directors rely a great deal on these natural leaders to help get their program started and to keep it going throughout the season. These leaders usually determine whether their gang plays on the playground or on the nearby streets; whether it cooperates with the director or "makes it hard" for him.

"Ability" leaders comprise another group. These are the boys and girls whom the other children admire and follow because of their superiority in playground activities—the boy who is the best baseball catcher or the girl who is the best jackstones player. The ability and the natural leader in a play group may be the same person, but not necessarily so. The ability leaders can help the adult leader a great deal with his program, particularly in the activities in which they excel, but except in these activities they may not

have as strong an influence with the children as the natural leaders.

The director occasionally finds a child who exerts his leadership by tyrannizing the other children. The neighborhood or playground bully is the best example of this kind of leadership. Most of the children whom a boy or girl of this type tries to dominate are younger than himself. This tyranny is often the child's compensation for not getting along well with children his own age or reflects an inferiority complex. Leadership of this sort is definitely undesirable and should not be permitted on the playground. The director should be careful not to antagonize the child but should discover, if possible, why the boy or girl attempts to establish his superiority in this way and should help him eliminate his personality difficulty.

Another type of leader who may prove of great help to the director is the older boy or girl who does not participate actively in the playground program, except perhaps in one or two activities, but who is glad to officiate at games or undertake regularly some specific type of service. A youngster who has had experience in school dramatics, for example, may organize a drama group on the playground, or one who has managed a school paper may take responsibility for preparing a playground publication. Under the general guidance of the director such leaders are mature and reliable enough to assume complete charge of the particular activities to which they are assigned.

Still another type of leader is the physically handicapped person who is unable to engage in all forms of playground activity but who may have special ability as an organizer. Or, he may be unusually competent and reliable as well as eager to secure recognition. Such a person often makes an excellent team manager, club leader or general assistant.

Services

The service rendered by junior leaders takes a variety of forms and for brief, occasional periods. The children who are most willing and competent are likely to be called on more frequently, and for the duties which necessitate a greater degree of responsibility. The playground worker who has won the confidence and loyalty of the children does not lack volunteers when errands are to be run or when game and handcraft materials are to be distributed or collected. When he is called to the shelter house, when an accident

occurs or a disturbance at a distant part of the playground must be investigated, older children are enlisted to help the little ones in their sandbox play, to keep an eye on certain apparatus or to lead young children in games or dances. As a rule this service is rendered by the boys and girls without any special organization, schedule or mark of recognition. On some playgrounds, however, much of it is given by members of organized junior groups such as a safety patrol or leaders' corps.

Examples of junior service rendered on playgrounds, by either informal or special groups includes issuing game materials and supplies, telling stories to younger children, helping count attendance, registering children coming to the playground, assisting with first aid or as junior nurses, collecting game materials before the playground closes, teaching and demonstrating skills and activities, officiating at games and contests, assisting in the conduct of special activities, ushering at special events, marking off game courts, guarding children in the wading pool, making and repairing game materials and equipment, assisting in preparing playground publicity, helping clean up the playground, raking sand in sandbox and jumping pits, setting up and taking down apparatus, nets and standards, enforcing safety regulations, caring for the bulletin board, preparing the playground newspaper.

Perhaps no form of junior service on the playground is of greater value to both the children taking part and to the playground worker than the enlistment of boys and girls to help conduct the activities comprising the playground program. This service also enables the playground activities to be extended to a larger number of children.

The importance of developing capacities for leadership among playground children is recognized by many thoughtful recreation leaders. Older children who have a special interest or ability in a particular activity such as storytelling, stunts, sand modeling, drama or some form of sport are encouraged to form a club, to arrange special activities or to train others in the activity. A considerable degree of self-government is often attained by making the captains and team managers largely responsible for conducting playground athletic leagues. The more capable boys in the airplane clubs in Chicago are sent out to other parks or assume squad leadership responsibility in their own parks, gradually developing the ability to direct others, until they become essentially a supplementary staff of volunteer leaders aiding the single instructor in carrying on his program.

Junior Organizations

Some playground workers believe that most satisfactory results in using children as junior leaders are secured when they are organized into special groups whose members are assigned responsibility for performing definite functions and duties on the playground. Others do not favor such junior organizations but believe that desired results may be better attained by the informal use of junior leaders. Because of the wide use of junior police, safety squads and other junior organizations over a period of years, it is important to consider to what extent or under what conditions the organization of the leaders is advisable.

Among the advantages attributed to junior playground organizations are the following:

1. They facilitate the assignment of definite duties for a specific period, such as a week, month or season. Such an arrangement saves time and inconvenience on the part of the paid workers.
2. Leadership groups which receive special guidance benefit boys and girls who belong and they value membership in them.
3. They make possible a considerable degree of self-government on the part of the members.
4. A selected and trained group of junior leaders who come to feel a definite responsibility for the successful operation of the playground permit better administrative results.
5. Recognition of membership in a junior group by means of a badge or insignia appeals to boys and girls.
6. Through group organization and interest the service becomes a part of the playground program rather than an occasional duty.
7. They provide an incentive for the other children to render service and attain membership in them.
8. They call the attention of the public to the leadership training afforded by the playground.
9. A limited membership group more readily secures and more effectively receives the cooperation of public officials or organizations such as police, safety and health authorities and service clubs.

Among the disadvantages which have been pointed out in the formal organization of junior leaders on the playground are:

1. The training and supervision of a special group requires more of the workers' time than is justifiable.

2. It is difficult to drop from a group boys or girls who have failed to perform their duty.
3. It tends to limit service opportunities to a selected few, who are usually the more gifted or aggressive children.
4. There is likelihood of overemphasis upon the badge or authority of the junior leader.
5. It is difficult to select and train leaders in time to make organization effective during a brief summer season.
6. Regular and continuing duties are likely to interfere with the members' own participation in the playground program.
7. Membership may be used to bring pressure upon the child to perform duties which he no longer wishes to perform.
8. The use of a badge or insignia makes an objectionable distinction among the children.
9. It tends to standardization, whereas playgrounds are primarily for imaginative, spontaneous play.

The difficulty many leaders have encountered with formal junior organizations is illustrated by the experience reported by the director of playgrounds in a large city where for two or three years safety patrols were organized on the playgrounds: "After a check-up with the directors and in talking with the members of the safety patrols we found that it was not functioning as we had anticipated. This may have been due to the personnel of our staff or to the interpretation of the individual members of the safety patrols. We found that the safety patrols had assumed many duties on the playground other than safety and were regarded as a 'tattling' group that were watching for an infringement of any kind of a rule. Another difficulty was that in order to get the right personnel on the patrols it was necessary to pick the outstanding boys or girls for this responsibility. You can very readily see with this leadership that the duties of the patrols were so broadened that safety became a case of the tail wagging the dog."

The organization and supervision of a formal junior leaders' group are not simple problems and difficulties need to be overcome if it is to work out to the advantage of the members of the group, the paid workers and the other children on the playground. The success or failure of any junior leadership scheme depends both upon the judgment, skill and resourcefulness of the individuals who attempt to put it into effect and upon the wisdom of organizing such a group at a given playground. Experience has indicated that the junior organization offers possibilities of considerable usefulness, but that under incompetent directors it may bring unfortunate results. Suggestions for working out this problem are offered

later in this chapter, following a brief description of three common types of junior leaders' groups.

Safety Patrols

The safety patrol is perhaps the type of junior organization most frequently found on playgrounds. Many workers report that the enlistment of children in a continuous safety campaign on the playgrounds by means of a safety patrol has brought gratifying results. Patrol members are usually appointed by the directors, sometimes from the membership of a playground safety club or league. The patrol often consists of from six to fifteen members, who usually elect their own officers, such as a captain and lieutenant. These serve for periods varying from a week or two to an entire season. Members of the patrol are generally provided with a distinctive arm band, button or badge which is sometimes furnished by the local Safety Council or Police Safety Bureau.

The safety patrol's chief duties include the following:

1. Assist in the inspection of grounds and apparatus.
2. Help publicize safety rules and methods.
3. Instruct newcomers in the use of apparatus and in safety procedure.
4. Assist in the care and proper use of game equipment and supplies.
5. Give special assistance and care to the small children.
6. Encourage children to obey all the rules for safety.
7. Assist the workers in administering first aid.
8. Caution children who do not obey the safety rules.
9. Assist in reporting accidents or help in emergencies.

In addition, patrol leaders sometimes escort children across the streets bordering the playground and, in a few instances, regulate traffic. On occasion they may accompany small children from their homes to the playground and back. They are used as guards, ushers or guides at special events which attract large numbers of spectators.

Members of the safety patrol are generally required to become thoroughly familiar with rules for safety procedure and to pledge their obedience to them. A member of the city police department is sometimes assigned to meet with the patrol and to give instruction in safety methods. In one city a Safety Federation composed of representatives from each playground meets weekly with the playground directors and the secretary of the Safety

Council for instruction in first aid, safety methods and general problems. In several cities the patrol meets daily, and at that time assignments are made, new instructions given and safety problems discussed. Regular periods of duty are assigned each member; at least one is on duty each period and several, during the crowded periods. Accurate records of the patrol members and their service, kept by playground directors or junior leaders, often provide a basis for determining at the end of the season the boys and girls who have earned an award for faithful service.

Junior Police

The desire to be a policeman which so many boys have, the appeal of the uniform and the respect for the authority which are associated with this office explain perhaps why junior police organizations have proved popular on many playgrounds. The opinion prevails among most playground authorities, however, that the term "junior police," associated as it is with force and compulsion, is inconsistent with the conception of playground leadership as interpreted in terms of guidance, inspiration and constructive work. In recent years there has been a noticeable tendency for junior leaders' groups to take the form of safety rather than police patrols. The objectives and duties of both groups are quite similar except that the major emphasis in the case of the police is likely to be upon maintaining order and respect for persons and property, whereas the safety patrol is primarily concerned with playground safety. Ordinarily boys alone are enrolled as police, but in one city there was established on each playground a junior police organization consisting of a patrol of seven boys and six girls responsible for sanitation, equipment, safety and gardening. The methods of organizing and conducting junior police are similar to those used with the safety patrol. Members of the junior police are usually provided with uniforms or other distinguishing insignia.

Junior Leaders' Council

The Playground Leaders' Council in Long Beach, California, is typical of a large number of junior organizations, called by different names, that have been formed to encourage boys and girls to help with the conduct of the playground program. Boys and girls who have previously served as playground leaders and who have proved to be dependable are designated by the director as members of an election committee and from this group are elected the various

council chairmen. Each member of the Playground Leaders' Council acts as chairman of a committee and appoints, in conference with the director, from three to five members to assist him. Children from 10 to 15 years of age are normally selected to serve on the council but a two-year variation is permitted. The term of office of members is one semester or summer season. Regular weekly meetings are held and in case a council member cannot attend he may designate a member of his committee to represent him. Council members are requested to wear badges while they are on the playground. A Central Playground Leaders' Council has been formed on which each playground may be represented by its Council president and an elected member. Certificates of award are given committee chairmen and members for satisfactory service.

The nine members of the playground council and their suggested duties follow:

1. President of the Council: pesides at the meetings of the Council; cooperates with the director in arranging the program to suit the needs and interests of the children.
2. Chairman of Boys' Activities: cooperates with director in planning and promoting all boys' activities of an intramural nature; works with the director in planning special events for boys including camping.
3. Chairman of Girls' Activities: cooperates with the director in planning all girls' activities including dramatics, rhythms, and handcraft; assists the director in planning special events for girls, including play days, picnics, parties.
4. Chairman of Publicity: takes charge of bulletin boards, posters, playground newspapers, publicity stunts; appoints, with approval of the playground director, the playground newspaper staff.
5. Chairman of Safety: serves as chairman of the playground safety patrol; works with the director in organizing and supervising the playground safety patrol; periodically checks all playground apparatus.
6. Chairman of Playground Supplies: assists playground director in planning and using a system of checking out and checking in playground equipment; checks all supplies and equipment periodically.
7. Chairman of Athletics (a boy): acts as chairman in charge of all boys' inter-playground competitive athletics, including entries for tournaments, contests, and competitive activities with other playgrounds or in all-city events.
8. Chairman of Records: serves as secretary of Playground Leaders' Council; cooperates with the director in keeping

accurate records of all children who attend the playground; keeps accurate records of playground activities and achievements in intramural and inter-playground competition; works closely with team captains, Boys' Activities Chairman and Athletics Chairman.

9. Chairman of Community Relations and Sportsmanship: cooperates with director in planning and conducting program of furthering high ideals of sportsmanship among the children who attend the playground; works with the director in dealing with problems of behavior; assists the director in handling community relationships by helping on the playground and by making contracts in the neighborhood.

Suggested Guides

The following suggestions are presented as guides in securing the benefits and avoiding the difficulties attendant upon using boys and girls for leadership and service on the playground.

1. Junior service should be voluntary. Children come to the playground for the joy of taking part in pleasurable activities and to play with others. No effort should be made to force them to perform duties; to do so may drive them from the playground. Service is presented by the wise leader as an "opportunity."

2. Junior leadership should not involve too much of a child's time. Assignments should be distributed so as not to be onerous or exacting to any single boy or girl. The playground essentially provides active participation in play, but it is possible to combine play and service, as in the preparation of a playground newspaper. The director who discovers a teen-age girl with an unusual capacity for handling a group of young children is tempted to take it for granted that he can always call on this girl to tell stories to the little children, play games or dance with them. If he does this, the girl may be deprived of the opportunity she needs to play with children her own age and, what is more serious, may acquire a false sense of her own importance.

3. Emphasis should be primarily upon leadership and character training rather than on relieving the worker of certain tasks. Children should be asked to serve only where the value and purpose of the duty are clear to them. Besides being meaningful, service should be interesting and should appeal to the children. It should be restricted to the playground, except on rare occasions.

4. Opportunity for leadership service should be made available to many children. Even where there is a definite junior organization,

such as police, leaders' or safety corps, additional children should be enlisted for special types of service. Otherwise the children who would benefit most from leadership opportunities are likely to be neglected. All who desire to serve should be given a chance to do so in a way suited to their capacity.

5. A badge, ribbon or other evidence of junior leadership is sometimes advisable. It identifies the leaders, induces the performance of duty and provides an incentive to membership in the organization. The insignia should represent genuine service or achievement on the part of the child wearing it. Take care that it does not become an excuse for "bossing" the other children or a means of exaggerating a child's notion of his importance. Many workers believe that to provide uniforms for junior leaders is unwise and extravagant.

6. Membership in a junior organization should be for a limited but definite period. Under such an arrangement children are not so likely to grow tired of their job; there is an incentive to "make good"; opportunities for using more children are increased; and children who are not giving satisfactory service can be readily eliminated. Under some conditions reappointment may be advisable.

7. Junior leaders should be thoroughly informed as to their duties. They should know what is to be done and how they should do it. Special instruction is usually needed; with most junior organizations, regular meetings are held for training and to discuss special problems. Special training schools for junior leaders have been conducted in several cities.

8. Junior leaders should be given responsibility but only limited authority. The right to enforce rules and regulations and to apply disciplinary measures should not be given to junior leaders. They should be encouraged to recommend to the paid workers action which they believe is desirable.

9. As a rule, children under 10 years of age should not be enlisted regularly as leaders; children 12 years of age or older are best qualified for such service. The best results are secured in activities leadership when there is a difference of four or fire years between the leaders and the group. Children should not be given more responsibility than they may be reasonably expected to handle.

10. Junior leaders benefit most when they are given a share in suggesting, planning, deciding, and carrying out projects. Leadership should not be taken away from them when they fail, if such action can be avoided. They should be made to feel the joy of success and the responsibility and regret of failure.

11. Formal leaders' groups should not be organized until the director is well acquainted with the children on the playground, because an unwise selection may result in difficult problems. Junior organization is less practicable on the summer playground than on the year-round playground because unless the summer director already knows the children he is not in a position to select the best leaders until the season is well under way.

12. Directors need to keep a close check on the junior leaders in order to be certain that duties are performed and that the activities are being carried on satisfactorily. Constant watchfulness, consultation and guidance are necessary, but junior leaders should not be restricted in a manner that stifles resourcefulness and initiative.

13. Directors must be prepared for absences by junior leaders. Family plans, illness and other conditions often make it impossible for boys and girls to report for playground duty. Plans should therefore be made to provide substitutes or make sure that the program does not suffer under these conditions.

CHAPTER X

Classification of Activities

Activities are the magnet which attract people to the playground, whether to participate or to watch others play. The playground in this respect differs from the landscape park where people seek rest and quiet rather than action. Through activities persons gain the satisfactions—fellowship, adventure, the joy of creation, a sense of achievement, a feeling of well-being and an appreciation of beauty, among others—which give the playground its drawing power. Because most people attend the playground to engage in activity of one sort or another, the playground leader must know the types which appeal to children, youth and adults and which yield these satisfactions. The extent to which a playground program provides these activities largely determines its popularity. The facilities and areas which were discussed before have value only because they make possible many enjoyable forms of play.

Before a person intelligently can plan a playground program he must have a knowledge of the great variety of activities suitable for use on the playground. He must also know how to organize these activities, conduct them in a manner that will yield the maximum satisfaction and value to the persons engaging in or watching them, and how to fit them into a well-balanced program.

The types of activity which can be conducted successfully on the playground are limitless, and the resourceful leader is constantly adapting old forms of play and devising new ones. The lists of popular and widely used activities and feature events found in this chapter are not all-inclusive but they indicate the scope and variety

of the playground program. Some of the activities listed require so much space they can be carried on only on large playgrounds; others are possible only where there is a well-equipped playground building; a few are engaged in by playground groups away from the playground. These lists outline the potentialities in the play program and call attention to activities which otherwise might be overlooked.

Playground activities may be classified in various ways such as by types, seasons, ages, sex, space required, by numbers taking part, place (indoor or outdoor), skill required, time involved, cost and by method of organization. Some of these forms of classification will be discussed only briefly but others will be used as a basis for classified lists of playground activities.

Type

Most playground activities, when classified as to type, can be grouped under a few well-known headings, such as active games and sports, social activities, arts and crafts, music, dancing, drama, and nature and outing activities. The activities comprising each of these groups have certain fundamental characteristics in common and in most cases they center around a particular interest. Some activities may be classified under more than one of these headings. The playground leader needs to have an understanding of the various groups and of the particular activities which comprise each in order to build a playground program which will have a strong and wide appeal.

Active Games and Sports

The countless active games for children, young people and adults bulk large in this group. They have been listed, classified and described frequently, so only a few are included in the following list. Athletic events, gymnastics and sports of many kinds have a major place under this heading.

Running and Hunting Games

Black and white
Bombardment
Bull in the ring
Cat and mouse
Club snatch
Fox and geese
Hare and hounds
Hide and seek
Hill dill
Poison
Prisoner's base
Run sheep run
Snow games
Tag games
Three deep

Individual or Dual Activities

Badminton
Boccie
Bowling-on-the-green
Box hockey
Clock golf
Croquet
Curling
Dart games
Golf croquet
Handball
Hand tennis
Hoop rolling
Hopscotch
Horseshoes
Indoor bowling
Kite flying
Marbles
Marble golf
O'Leary
Paddle tennis
Quoits
Ring tennis
Roque
Shuffleboard
Table tennis
Tennis
Tether ball
Top spinning
Washers

Gymnastics and Stunts

Apparatus work
Bag punching
Baton twirling
Calisthenics
Cartwheels
Crab walk
Lariat throwing
Pyramids
Rope climbing
Rope jumping
Stilt walking
Through the stick
Tumbling

Group or Team Games

Baseball
Basketball
Batball
Bicycle polo
Broom hockey
Cage ball
Captain ball
Cricket
Dodge ball
End ball
Field ball
Field hockey
Goal-hi
Hit pin baseball
Ice hockey
Kickball
Lacrosse
Longball
Net ball
Newcomb
Nine court basketball
Roller skate hockey
Schlag ball
Shinny
Soccer
Soccer baseball
Softball
Speedball
Touch football
Volley ball
Water games

Relay Races

Centipede relay
In-and-out relay
Potato race relay
Shuttle relays
Skin the snake

Sports

Archery
Athletic tests
Basketball events
Baseball events
Bicycle riding
Boating
Boxing
Coasting
Field events
- Jumping
- Pole vaulting
- Shot put, etc.

Fly casting
Football events
Hiking
Ice skating
Life saving
Roller skating
Skiing
Soccer events
Softball events
Swimming
Tobogganing
Track events
- Running
- Hurdling

Wrestling

Social Activities

This classification relates especially to those playground activities in which the social interest is uppermost. These activities play an important part in corecreation programs for young people and adults. The atmosphere of geniality and relaxation which social activities engender helps develop a spirit of comradeship and neighborliness. The social interest plays an important but secondary role in many of the music, drama, craft and nature activities.

A few of the widely used social activities are listed here. Many are indoor activities and are possible only where there is a recreation building on the playground; a few are possible only on trips away from the playground.

Banquets
Barbecues
Barn dances
Basket suppers
Beach parties
Candy pulls
Card games
- Bridge
- Canasta
- Hearts
- Pig
- Pinochle

Clambakes
Community social evenings
Conversation
Corn roasts
Fun nights
Get-acquainted stunts
Grand march
Old Home Week
Parties
- Backwards
- Barn warming
- Birthday
- Block
- College
- Costume
- Hard times
- Holiday
  - Christmas
  - Halloween
  - New Year's

St. Patrick's
Twelfth night
Valentine
Washington's birthday
Masquerade
Progressive contest
Progressive game
Radio mystery
Splash
Tacky
Pencil and paper games
Pot-luck suppers
Scavenger hunts
Social dancing
Social games
Buzz
Crambo
Going to Jerusalem
I Have a Face
Murder
Square dancing
Straw rides
Table games
Anagrams
Backgammon
Camelot
Caroms
Checkers
Chess
Crokinole
Dominoes
Monopoly
Parchesi
Salvo
Treasure hunts
Wiener roasts

Arts and Crafts

These activities offer an outlet for persons who seek an opportunity for creative expression, who are mechanically or artistically inclined or who desire a change from mental occupations. Many children and adults who do not enjoy or excel in other activities find great satisfaction in making things with their hands. Because arts and crafts take a wide variety of forms which appeal to persons of all ages, skills, occupations and interests, they have a large place in playground programs.

The following are only a few typical examples of arts and crafts activities, suggesting primarily the various materials which are widely used for constructive activity. The variety of objects which can be made is limitless.

Basketry
Bead craft
Block printing
Bookbinding
Cabinetmaking
Carving—soap, wood, bone
Cellophane craft
Cement craft
Cookery
Costume design
Crayonexing
Drawing
Dyeing and coloring
Embossing
Embroidery
Etching
Home decoration
Jewelry making
Knitting
Leather craft

Making scrapbooks
Mechanics
Metal craft
Millinery
Modeling
Model making
Needlework
Painting
Paper craft
Paper folding and cutting
Plastics
Poster making
Pottery
Printing
Radio
Reed and raffia
Sand craft
Sculpture
Sewing
Sketching
Snow modeling
Stagecraft
Tin craft
Toy making
Weaving
Woodworking

Many special occasions can be created for promoting an interest in arts and crafts activities on the playground. Among them are hobby shows, fairs, handcraft exhibits, and contests involving the use of objects made by the participants, such as model boat, model airplane, kite flying or pushmobile contests.

Music

Music is a means of expression found in all ages and among all peoples. Music exerts a strong influence upon the human emotions and makes a valued contribution to many forms of activity on the playground, notably dancing and dramatics. Music activities bring most satisfaction to the individuals who take part in them, but they are also enjoyed by people who attend performances by music groups. For this reason music in various forms plays an important part in playground demonstrations, pageants and festivals.

The following music activities are most commonly included in playground programs:

Vocal

Action songs
Christmas caroling
Community singing
Informal singing groups
Mother singers
Quartets (barber shop)
Singing games
Whistling groups

Instrumental

Cigar box fiddlers
Comb bands
Harmonica bands
Kazoo bands
Ocarina choirs
Rhythm bands
Ukulele orchestras
Making musical instruments
Victrola concerts

Desirable activities which may be carried on when trained leadership and suitable facilities are available but which are rarely

found on playgrounds open only for a few weeks during the summer are:

Vocal

A capella choirs
Choruses
Glee clubs

Instrumental

Bands
Bugle corps
Fife and drum corps
Mandolin and guitar groups
Orchestras
Saxophone quartets
String quartets or ensembles
Symphony orchestras

Miscellaneous

Composing music
Music appreciation courses
Music festivals
Music memory contests
Original song contests

Dancing

Dancing in one or more forms is found in practically all playground programs. Although listed as a distinctive type, dancing is frequently used in combination with music and drama activities. Some forms of dancing have a strong social interest. Folk dancing, social dancing and square dancing are the forms most commonly used on the playground. Other dance forms which require specially trained leadership and which are seldom found on playgrounds open only during the summer months are: ballet, classic, clog, gymnastic, eurythmics, interpretive, natural, and tap.

Dramatics

The universal tendency of children to imitate what they see or hear indicates the fundamental importance of the dramatic interest. The little girl who dresses up in her mother's clothes and cares for her doll or the boy who dons a cowboy suit and chases make-believe Indians, is giving expression to this urge. Through drama the child enters the land of make-believe and the adult often most fully utilizes his powers of self-expression while playing the part of another. The playground affords many channels for the development of the dramatic interest, not only through drama but also through games, music and informal play.

Drama activities in playground programs include the following:

Charades
Circuses
Doll fashion shows
Dramatic stunts
Festivals
Impersonations
Marionettes
Masquerades
Mimetic exercises
Minstrel shows
Mock trials
Movie making

Movie shows
One-act plays
Pageants
Pantomime
Peep shows
Play reading
Play tournaments
Playing house or store
Punch-and-Judy shows
Puppetry
Radio presentations
Shadow shows
Story dramatization
Story plays
Storytelling
Three-act plays
Traveling theater
Vaudeville acts

Nature and Outing Activities

Nature and outing activities often receive less consideration than do some of the other interests, but they merit a place in every playground program. One of the earliest interests to show itself in the child is a desire to explore his environment. Nature and outing activities help children, and adults too, gain a knowledge of the world about them and thereby stimulate their interest in their physical, social and economic environment and contribute to their understanding of it.

A few of these many activities are listed below:

Astronomy
Birdhouse building
Caring for pets
Day camping
Excursions or trips to
  Art galleries
  Industrial plants
  Museums
  Parks
  Places of historic interest
  Places of scenic interest
  Public buildings
Fishing
Gardening
  Flower
  Miniature
  Vegetable
Hiking
Landscaping the playground
Microscope study
Nature crafts
Nature games
Nature hikes
Nature museum
Nature photography
Nature study, collection and identification
  Animals
  Birds
  Fossils
  Insects
  Minerals
  Trees
  Water life
Playground zoo or aquarium
Sand play
  Snow tracking
Traveling zoo
Wading
Zoo contests

Linguistic, Collecting and Service

Among the great variety of activities which have been introduced into playground programs, a number have not yet been listed. They may be classified roughly as linguistic, collecting and service activities.

Linguistic. These activities, closely related to the dramatic interest, rely primarily upon language or speech for their expression. Many of them involve the interchange of ideas through speech and therefore may also be classified as social. Comparatively unimportant on the outdoor playground, this group has a prominent place in the indoor program, especially during the winter months.

Among the linguistic activities found on the playgrounds are:

- Book clubs
- Charm school
- Creative writing
- Debating
- Discussion clubs
- Forums
- Lectures
- Listening to radio
- Magic
- Mental games
- Poetry groups
- Public speaking
- Puzzles
- Radio programs
- Reading
- Reading aloud
- Spelling bees
- Study groups
- Storytelling

Collecting. The widespread interest in making collections of various articles is served by many playgrounds, especially where indoor facilities are available. Clubs for collecting stamps, coins and other articles are common. Making collections of mosses, minerals, flowers, insects, leaves, shells, and nests and, where possible, the development of a playground museum are outstanding phases of the nature program.

Service. Many people find real enjoyment in associating with others in some form of civic activity. The playground offers various opportunities for rendering such service, as was pointed out in Chapter VIII. Membership on a junior leaders' corps or safety squad and help in teaching games or directing other activities are typical examples of children's service. Adults serve on playground committees as volunteer play leaders, judges at special events, coaches of playground teams, officials at league games or instructors of special activities. Persons of all ages can help with such projects as playground improvement campaigns and programs to shut-ins, hospitals and other institutions.

Organization Forms

All the activities in the preceding lists are obviously not of equal importance on the playground nor do they all require the same type of organization or degree of supervision. The manner in which

different activities can best be organized and carried on, the amount and type of supervision they require and ways in which the activities can be related to the total playground program need to be understood by every playground worker. A suggested classification of activities according to types of organization follows.

Basic Routine Activities

Several kinds of play deserve a regular place on every playground and no program is well balanced unless it includes most of them. Some of these routine activities vary from season to season and others are dependent upon the availability of special facilities. On the whole, however, the activities in the following list form the backbone of the regular playground program. Upon and around them are built the daily, weekly, seasonal and special programs.

Apparatus play	Games	Practice for league games and contests
Athletic events	Circle	Rehearsals for demonstrations, circus, pageants, etc.
Badge test events	Individual	Relays
Club meetings	Low-organized	Safety activities
Coaching in games, stunts and special activities	Mass	Sandcraft
Dramatics	Quiet	Social activities
Finger plays	Singing	Story dramatization
Flag-raising ceremony	Team	Storytelling
Folk dancing	Handcraft	Track and field events
	Music	Wading pool play
	Nature play	

Continuous or Self-Directed Activities

Frequent criticisms directed at the playground are that there is too much supervision, too little opportunity for free play and that programs are too often planned without consideration of the desires of the children. The fact that most playground publicity is directed toward special feature events, league games or tournaments, undoubtedly gives people the impression that the program consists chiefly of highly organized activities. As a matter of fact, especially on playgrounds well provided with facilities and supplies, many children are taking part in activities which receive little or no direct guidance from the playground workers. Several of these activities involve competition between individuals; some are taught in clinics or instruction periods; others are informal types of individual play;

and several include group activity. Many forms of free play are engaged in more or less continuously but are also used as a basis for tournaments or events organized by the leaders. The group includes a number of crafts although most of these are usually conducted on a class or group basis. The self-directing activities in the following list engage the interest of large numbers of children on playgrounds with adequate equipment, especially if the leaders encourage participation by giving occasional guidance and provide instruction in essential skills.

Apparatus play
Badminton
Baseball events
Baseball pitching
Basketball events
Basketball goal shooting
Bean bag games
Block building
Blowing soap bubbles
Box hockey
Clock golf
Coasting
Croquet
Dart throwing
Deck tennis
Diabolo
Doll play
Football events
Handball
Hoop rolling
Hopscotch
Hopscotch golf
Horseshoes
Ice skating
Informal games
Jackstones
Jumping
Kite flying
Lariat throwing
Marble golf
Marbles
Mumblety-peg
O'Leary
Paddle tennis
Pogo stick
Quiet games:
  Camelot
  Checkers
  Chess
  Dominoes
  Lotto
  Parchesi
Quoits
Reading
Ring toss
Roller skating
Rope jumping
Sand play
Shuffleboard
Stilts
Table tennis
Tennis
Tether ball
Tobogganing
Tops
Wading

Organized Groups

In contrast with the preceding list, several activities require a considerable degree of organization in order that interest in them may be sustained over a period. Groups taking part in them are formed on a more or less restricted membership basis; meetings are scheduled for definite hours; the activity extends over a specified period; and as a rule regular guidance, instruction or supervision is required.

Typical of this form of playground activity are the organized teams which comprise the leagues found on most playgrounds. Competition in the following games is commonly organized on a team basis, although they are frequently played informally on the playground:

Baseball	Hit pin baseball	Schlag ball
Basketball	Ice hockey	Soccer
Captain ball	Long ball	Softball
Dodge ball	Net ball	Touch football
Field ball	Newcomb	Volley ball
Field hockey	Nine court basketball	

The playground club is another form of group organization which is likely to be more successful on a year-round playground than on one open only during the summer, yet most playgrounds have one or more such organizations. Some clubs comprise the persons interested in a specific activity such as dramatics or nature study; others are general interest clubs composed of individuals who enjoy being together. Often the club is a group selected to help with some phase of the playground service, such as a safety club. Children love to give their club a name that conveys a sense of glamor. Many additions could be made to the following list of playground clubs:

Bridge	Harmonica	Outing
Camera	Hiking	Playground council
Charm	Hobby	Pet
Citizenship	Junior police	Poster
Cowboy	Knot hole	Saddle
Dads	Leaders	Safety
Dancing	Little mothers	Sewing
Drama	Model aircraft	Stamp
First aid	Mothers	Storytelling
Garden	Music	Travel
Glee	Nature	Woodcraft
Good manners	Newspaper	

Contests and Tournaments

Contests and tournaments are among the most numerous and popular form of playground events. Activities of the routine and self-directed types are often organized on a contest basis. Tournaments provide a series of events which extend over a considerable period, stimulate the acquisition of skills, enlist many children and make only slight demands on the time and attention of the workers. Contests or tournament finals are often the main features of special day programs. A partial list of activities that can be organized on this basis follows:

Apparatus	Balloon	Bicycle
Archery	Baseball pitching	Bicycle polo
Badminton	Bean bag	Birdhouse building

Botanical
Box hockey
Boxing
Checkers
Chess
Clay modeling
Clock golf
Croquet
Dart throwing
Deck tennis
Diabolo
Diving
Doll dressing
Dominoes
Fishing
Fly casting
Football kicking and passing
Freckle
Frog jumping
Game skill events
Glider
Goal shooting
Golf putting
Handball
Home decorating
Hoop rolling
Hopscotch
Hopscotch golf
Horseshoe
Ice skating
Jacknife golf
Jacks
Kite flying
Lariat throwing
Marble golf
Model aircraft
Model boat sailing
Mumblety-peg
Musical jamboree
O'Leary
One-act play
Paddle tennis
Photography
Pogo stick
Poster
Pushmobile
Quiz
Quoits
Ring toss
Roller skating
Rope jumping
Sand modeling
Shuffleboard
Sled
Smile
Snow modeling
Soap bubble
Soap modeling
Stilt
Stuffed doll
Swimming
Table tennis
Tall story
Tennis
Tether ball
Top spinning
Tree identification
Tumbling
Turtle races
Washer pitching
Wrestling

Special Events

A still further grouping of playground activities is represented by a list of the special events which are held from time to time and which supplement the regular routine activities. These features add variety and interest to the program and attract parents and other visitors to the playground. They also provide a special incentive for some of the routine activities. Certain children whom the day-by-day projects have not attracted to the playground may be drawn into the program by a special event involving an activity in which they have a particular interest. These events afford an excellent medium for interpreting to the public the value and service of the playground, especially if the spirit of play prevails.

Achievement exhibit
Amateur night
Athletic carnival
Baby show
Band concert
Baseball field day
Baseball school
Block or playground dance
Block party
Camera hike
Campfire program
Circus
Costume show
Doll buggy parade

Doll fashion show
Doll show
Drama festival
Easter egg hunt
Family cook out
Fashion show
Father-and-son party
Fishing party
Flower fiesta
Flower show
Folk dancing festival
Football field day
Garden show
Gymnastic circus
Halloween parade
Handcraft exhibition
Hare-and-hound chase
Hay ride
Hike
Hobby show
Holiday party
Huck Finn day
Joseph Lee day
Junior elections
Junior Olympics
Kite day
Lantern parade
Magic night
Marathon relay
Mardi gras parade
Minstrel show
Model airplane day
Model boat regatta
Mother-and-daughter party
Mother Goose festival
Movies
Music festival
Nationality night
Nationality picnic
Nature exhibit
Nature hike
Nature treasure hunt
Newsboys' day
Novelty track meet
On-wheels meet and parade
Operetta
Overnight camp
Pageant
Patriotic celebration
Pentathlon
Pet show
Picnic
Pirate day
Play day
Playground birthday party
Playground demonstration
Playground Houdini
Presentation of awards
Progressive game party
Puppet show
Quiz program
Rodeo
Soap bubble contest
Sports fashion show
Square dance festival
Storytelling festival
Stunt night
Summer cruise
Track and field meet
Treasure hunt
Trips to beach or pool for swimming
Trips to parks, zoo, industry or historical places
Wading pool carnival
Water carnival or pageant
Wiener roast
Wild West playday
Winter sports carnival
Youth day

Special Weeks

Often a special theme or feature is adopted for the programs during each week of the summer season. Where this is done, many parts of the program are related to the particular weekly feature.

In "baseball" week, for example, stories of famous baseball players may be told during the storytelling hour; arrangements may be made for the playground children to see a big-league game; a baseball field day may be arranged, or a demonstration of the development of baseball may be staged. The plan of having special weeks, if carried out with judgment and moderation, helps focus interest on the particular activity and secures closer correlation between the various parts of the playground program. Care must be taken to prevent neglect of the regular play activity through overemphasis on the special weeks. Some special weeks' themes follow:

Baseball	Garden	National park and playground
Beautification	Get acquainted	Nature
Boys	Girls	On wheels
Camp	Handcraft	Pageant
Circus	Health	Patriotic
Doll	Hobby	Safety
Drama	Home play	Splash
Elections	In the Air	Sports
Father and son	Leaders	Tournaments
Festival	Learn to swim	Vehicle
Folk dancing	Mother and daughter	Visit the playground
Games	Mothers and dads	

Seasonal Themes

The idea of a special theme is sometimes carried through the entire playground season. For example, a summer playground program may be developed around the American Indian or the Colonial Period, Pan American Nations or the United Nations. Or, each of the playgrounds can represent a particular nation and participate in a closing festival of the nations. Other seasonal themes used by the Park Commission in Memphis, Tennessee, have been Fairy Tales, Story Book Land, America the Beautiful, Flags of Freedom, Our Armed Forces, Islands of the Pacific, Cities of a Democracy, Hobbies, and Wings of the World. Adoption of a theme for the playground season helps give a unity to the program and introduces a freshness and novelty that appeal to boys and girls. This plan requires much ingenuity, imagination and research on the part of the playground authorities and a readiness on the part of the playground leaders to make the necessary modification in the usual playground program. Where these are available the plan is likely to produce gratifying results.

The playground worker who is familiar with a wide range of activities, who understands the basis for their appeal, who can adapt them for the use of various age groups of both sexes, who can organize them to the best advantage and who can combine them into a well-balanced program, has achieved one of the most important qualifications for successful playground service.

The Relation of Age to Activities

Interest in specific play activities varies with age and is directly influenced by it. At 3, a boy plays with a large rubber ball; at 10, he enjoys a game of one o'cat; at 18, his chief interest is in highly organized team games such as baseball or basketball; whereas at 30, golf and bowling are likely to replace the earlier activities. Much study has been given to children's play activities and thoughtful observers have classified the stages of play behavior and noted their characteristics. Although there are differences in opinion as to the number and extent of the play stages or periods, most observers recognize changes at about 6 years, when children usually enter school, and at about 12 years when puberty occurs. These are two important ages at which marked mental and physiological changes occur which definitely influence play activity.

A simple but satisfactory age classification which conforms closely to modern educational practice is that under which play stages are divided into periods of three-year duration. A majority of the children who attend neighborhood playgrounds are in the age periods classified as childhood and early adolescence. The following chart illustrates these stages or periods:

Periods of Life	Babyhood	Early Childhood	Childhood	Early Adolescence	Later Adolescence	Maturity
Ages......	0-1-2	3-4-5	6-7-8 | 9-10-11	12-13-14	15-16-17	18 and over
Stages in School	(Home)	Nursery and Kindergarten	Elementary	Junior High	Senior High	College

In spite of their differences as to specific age classifications, authorities agree that the various age periods have characteristic play interests and needs. In order to plan a play program intelligently, a

playground leader must be familiar with these characteristic interests and needs and know how to provide for them on the playground. The following summary illustrates characteristics and activities at various age periods.

Period I—Babyhood (ages up to 3 years)

Opportunity for natural play such as grasping, kicking, climbing, walking and talking is most important. Imitation, repetition and experimentation play an important role. Toys of this period should be large, simple and durable, and capable of being built up and put together. Sand play, finger plays, mother plays, play with blocks and dolls, linen picture books and toys appeal.

Period II—Early Childhood (ages 3 to 6)

The child begins to play more with other children. Play becomes more motivated; construction, more purposeful and dramatic play predominates. Wagons, velocipedes, slides, swings, toy furniture, sandbox and toys, play house and kindergarten materials have a strong appeal. Among the favorite activities are:

Free play activities—running, climbing, jumping.
Dramatic play—keeping house or store, playing fireman.
Constructive play—building with blocks, playing in sand, cutting and pasting.
Simple games—singing and circle games, tag, hide and seek.
Music—singing, rhythm bands.
Interest in stories and in collecting objects.

Period III—Childhood (ages 6 to 9)

Interest in competition awakens, and activities providing for the development of motor skills become important. Many of the earlier activities continue to appeal but new ones are added. This and the following period are known as the "Big Injun" age of self-assertion.

Dramatic plays—cowboys and Indians, playing school, doll play.
Constructive play—building huts, kites, sandcraft, sewing, clay modeling.
Hunting and chasing games—cat and mouse, follow the leader, bull in the ring, run sheep run.
Individual games of skill—marbles, jackstones, jumping rope, hopscotch, puzzles.
Games involving reading and numbers—dominoes, toy money, anagrams.

Nature activities—collecting, gardening, care of pets.
Seasonal activities—wading, skating, swimming, coasting, holiday parties.
Rhythmic activities—singing games, rhythm bands, folk dances.

Period IV—Childhood (ages 9 to 12)

The element of cooperation in games begins to develop, although play is still primarily individualistic. This is the period for acquiring manual and motor skills. Interest in group activity and in secret clubs and societies appears. "Big Injun" characteristics continue to assert themeselves. Many girls are in the tomboy stage. Differences in interest between girls and boys develop near the end of this period. Formal games tend to replace earlier free play activities.

Activities which characterize this period are:
Apparatus play—rings, ladders, stride, bars.
Hunting, chasing and team games—prisoner's base, three deep, dodge ball, long ball, relay races, captain ball, one o'cat.
Constructive activities—making and using boats, kites, lanterns, bird houses, pushmobiles, weaving, basketry.
Athletic activities—badge tests, wrestling, stunts, tumbling.
Nature activities—pets, making collections, gardening, camping.
Rhythmic activities—learning to play musical instruments, sings, listening to good music, folk dances.
Quiet games—parchesi, checkers, jackstones, crockinole.
Reading.

Period V—Early Adolescence (ages 12 to 15)

This period of most rapid bodily growth is for many children a time of awkwardness, laziness and emotional instability. Competitive games and cooperative activity gain places of major interest. It is often called the "gang age" since the tendency to "belong" becomes strong. Hero worship is at its height. Boys and girls tend to part company during this period, though both engage in many of the same activities. Skills developed earlier are used in team games and individual contests. Special interests and aptitudes appear and many hobbies are acquired during this period.
Team games—baseball, touch football, basketball, volley ball, soccer, softball.
Athletic games and sports—tennis, handball, track and field events, swimming races, diving, boating, wrestling.
Outing activities—scouting, woodcraft, camping, nature craft, hiking, camp craft.

Constructive activities—making model aircraft, model boats and birdhouses, boat building, leather work, bead work, sewing and graphic arts.
Others—sleight-of-hand, chess and checkers, glee clubs, orchestral groups, minstrel shows, dramatics, clubs.

Period VI—Later Adolescence (ages 15 to 18)

This has often been characterized as the age of loyalty. Girls tend to be more mature than boys. Many of the activities enjoyed in the preceding period continue to be popular but the number engaged in is usually less. Team games and group activity in which cooperation plays an important part hold a high place, though there is a tendency, too, for the individual to try to excel and stand out from the group. Interest in scouting activities become less, but social dancing, square dancing, parties and other corecreational activities take on a major importance. Of increasing significance during this period are sex interest and a desire for adventure, for self-assertiveness, for physical and mental prowess.

Ice hockey and football are added to the list of activities for boys; field hockey and soccer, to the girls' list. Interest in water and winter sports, track and field events, games such as baseball, volley ball, handball, tennis and softball continues strong. Many boys and girls find satisfaction in taking part in plays or in belonging to music groups.

Period VII—Maturity (18 and over)

Few new sports interests are likely to be developed after persons reach maturity. The number of different activities engaged in is usually less than in earlier periods, but they are likely to be given more time and attention. Recreational reading, social activities, hobbies of a creative nature or involving collecting, civic and community service activities and home recreation assume places of greater importance. Although many people acquire new interests and skills after maturity is reached, recreational activity is largely influenced by the forms of recreation engaged in during the years prior to 18.

Age differences are relatively less important among adults than among children although most people like to play with persons of about their own age. Pace, endurance, skill and understanding are likely to be more equal in the same age group. Adults are seldom grouped according to age for purposes of participation in

recreation activities, for age is not a major handicap except in a limited group of sports. A person skilled in dramatics, crafts or nature, for example, may be a most active and valuable member of a group composed chiefly of younger people.

Important Considerations

In considering age characteristics and interests as a basis for planning a play program, remember that:

1. There is no uniformity of play interests among all children of the same age. Individual children like or dislike various activities just as do adults or children of different ages.
2. A given activity attracts different children at different ages and holds their interest for varying periods.
3. Stages in play development have rather definite characteristics, but they cannot be definitely fixed as to either age or duration. They not only shade into each other but also actually overlap.
4. Many activities carry over from one period to another. There is seldom an abrupt dropping of an activity at a specific age.
5. Continuous, related and progressive programs are essential to meet the needs of growing children.

The Influence of Sex

Sex has always been recognized as a significant factor in planning and conducting playground programs and it has appreciably influenced the design of the playground itself. Some leaders have felt that the tendency to separate the sexes on the playground has been overemphasized, especially in the case of the younger children. There is no denying the fact that in many respects boys and girls differ in their play activities and that men and women do not have identical recreational interests. On the other hand, many forms of recreation appeal to the two sexes and the traditional differences which are due in part to social attitudes, environments and education are becoming less marked. Women and girls are taking part in larger numbers and in a wide range of activities. In spite of the fact that many differences in playground programs for the two sexes are likely to become less pronounced, playground workers still need to recognize and understand general basic differences between the sexes that will always influence their participation in recreation activities.

Physiological differences between the sexes are relatively unimportant in their effect upon the play of children up to 10 years of age. Boys and girls under 10 show few marked differences in physical ability and it is generally believed desirable for them to engage together in the same activities. The chief differences in the play of young children are influenced more by tradition and environment than by physical differences. Girls, for example, play mother or nurse, whereas boys imitate the fireman or policeman. The electric train, model airplane and construction toy have a strong and lasting appeal for boys while caring for dolls and dressing up are favorite quiet occupations of young girls.

At about 11 or 12 years of age structural changes occur in the girls which influence their play activities. They normally reach puberty a year or two younger than boys, who also undergo bodily changes during this period. At this stage girls grow faster than boys, but they are not as strong nor as skillful. Boys consequently excel in games and sports to a degree which makes competition between the two sexes unsatisfactory. Adolescent boys are strong, attracted to vigorous, rough, strength-matching activities. Most girls, on the other hand, are interested in types of activities which make for poise, grace, suppleness, quickness, agility, dexterity, general strength and endurance. Events in which form and skill are emphasized have a larger place in the girls' program than those which require strength and speed.

From the time of puberty onward there should be no direct competition between girls and boys in games involving bodily contact. Many games, however, are suitable for both sexes, and rules for some games are modified to make competition safe and satisfactory for play between teams of the opposite sex or for mixed groups. Periods of play are shortened and dimensions of the court, height of the net or weight of the ball are reduced. In the interest of social education the two sexes should be brought together as much as possible in the non-physical types of recreation such as dramatics, music, handcraft, social dancing and games and outing activities and in such games as tennis, bowling or badminton. Play by mixed teams is usually preferred to competition between the two sexes. Intercity competition by girls is not approved by most playground workers.

During the first years after maturity is reached, men and women are likely to continue the activities which they engaged in previously. Games and sports play an important role in recreation programs for men, whereas social and less strenuous activities have a

larger place in women's programs. As persons grow older, however, men and women are more likely to engage in common activities. Individual skills, habits, tastes and interests are more important than sex in determining the activities in which individual adults take part.

Play Preferences of High School Boys and Girls

The similarities and differences between the recreation preferences and interests of teen-age boys and girls have been revealed by studies that have been conducted in many cities. Conditioning factors such as the types and quality of recreational opportunities available in the community, geographical location, economic status and traditional recreation habits of the local residents influence the opinions of the young people. These studies, however, reveal recreational preferences of the two sexes that are strikingly similar and that have genuine significance for all who are responsible for planning programs for children and young people. References to two studies in widely separated cities illustrate the truth of this statement.

In Bethlehem, Pennsylvania, approximately 4,000 junior and senior high students were asked to indicate their favorite activity; in Santa Ana, California, more than 2,000 were asked to name their three best-liked activities. The table that follows records in the order named the top activities in each city as reported by both sexes.

A striking similarity in preferences of boys and girls of senior and junior high school age is revealed by the following table. In both cities five out of the ten favorite activities of junior high school

Senior High School Students

Bethlehem, Pa.		Santa Ana, Calif.	
Boys	*Girls*	*Boys*	*Girls*
Football	Swimming	Football	Social dancing
Swimming	Social dancing	Swimming	Swimming
Basketball	Bicycling	Hunting	Horseback riding
Baseball	Ice skating	Basketball	Roller skating
Softball	Reading	Fishing	Tennis
Fishing	Softball	Camping	Reading
Hunting	Hiking	Baseball	Bowling
Bicycling	Roller skating	Horseback riding	Singing
Ice skating	Horseback riding	Tennis	Basketball
Horseback riding	Sewing	Social dancing	Bicycling

Junior High School Students

Bethlehem, Pa.		Santa Ana, Calif.	
Boys	*Girls*	*Boys*	*Girls*
Football	Swimming	Football	Swimming
Swimming	Social dancing	Swimming	Social dancing
Basketball	Bicycling	Baseball	Roller skating
Softball	Ice skating	Basketball	Horseback riding
Baseball	Softball	Horseback riding	Baseball
Fishing	Hiking	Hunting	Volley Ball
Bicycling	Roller skating	Model airplane building	Ice skating
Horseback riding	Piano	Fishing	Cooking
Hunting	Horseback riding	Bicycling	Piano
Hiking	Singing	Camping	Tennis

students appeared in both boys' and girls' lists. Interests were equally similar among senior high school students in one city and nearly so in the other. Games and outing activities predominate in all lists, and comprise most of the boys' favorite activities. Other types of activities, such as social dancing, cooking, piano, reading and singing, have a larger place among the favorite activities of girls in both groups. This significant difference in preferences between boys and girls was also revealed in another study where sports are preferred more by boys, while concerts, plays, lectures, music activities and reading are more preferred by girls.

A comparable similarity of interest between children at the junior high and senior high levels is also noted, especially among boys. Very few differences are found in the favorite activities of the junior high and senior high boys, although the place of some activities differs in the two lists. Hiking alone of the ten preferred junior activities in one city is not in the senior list, having been replaced by ice skating. Interest in model airplane building and bicycling yields to tennis and social dancing as boys move into high school in the other city. The preference of junior high girls in one city for piano and singing is transferred to reading and sewing in the high school group. In the second city only five of the ten favorite activities of junior high girls maintain their popularity with the older group.

The predominating popularity of a few forms of recreation is also made clear from the studies described above. Football and swimming in the order named head the boys' lists in both cities; swimming and social dancing top the four girls' lists although they share first place ranking. The following appear among the first ten

in all four boys' lists: football, swimming, basketball, baseball, fishing, hunting and horseback riding. Each of the girls' lists includes swimming, social dancing, roller skating and horseback riding. Swimming and horseback riding alone appear in each of the eight lists of preferred boys' and girls' activities.

Care must be taken in evaluating and interpreting such studies, but they shed light on the popularity of activities, which cannot be ignored by playground authorities, even though all of them cannot be conducted on the neighborhood playground.

CHAPTER XI

Program Planning

Four factors must be taken into account in planning the playground program—the people to be served, the playground leaders, the playground itself and the activities that appeal to children, young people and adults. Since playgrounds, leaders and children differ widely, no standardized program can be presented which will be suitable for every local situation. Programs must be adapted to conditions and needs in the particular city or neighborhood and to the facilities on the individual playground. Wise planning, however, calls for an understanding of several important principles and procedures.

Playground facilities and areas largely determine the kinds of activities which can be carried on, but intelligent program planning is necessary in order to secure the maximum use of these facilities. Sometimes a playground with limited space and equipment attracts more children than a well-developed area because a competent leader has worked out an attractive, balanced program. A knowledge of play activities is an essential factor in program planning, but it alone is not sufficient to assure success. Successful playground administration requires in addition an understanding of the principles of planning a well-balanced program of activities and the ability to conduct such a program effectively.

The necessity for careful planning before the opening of a playground is obvious. A definite schedule of the hours it is to be open under leadership and of the hours each leader will be on duty must be worked out. Daily features, recurrent scheduled activities, special

weekly events and seasonal features should be definitely scheduled in advance so children and their parents will know when they are to take place. Good management is needed to carry out these projects, to organize the groups and to conduct on schedule the activities announced in the program. Otherwise program planning has little value.

Playground leaders must be constantly mindful of the fact, on the other hand, that the playground is not like the school, where classes must start and stop precisely at the time scheduled and where a prescribed curriculum must be covered. Children come to the playground of their own volition and engage in its activities through choice. Compulsion has no place in the playground activities. Modifications in the prearranged program are desirable therefore if they are in the best interests of playground groups. If a group requires more time than is scheduled to complete a project or a game, it ordinarily should be permitted to continue the activity. The same principle applies in the case of the special events or weekly features. If, as the season advances, experience indicates that certain features should be omitted or more or less time be devoted to them, the schedule should be revised accordingly. In other words, couple general adherence to a plan with flexibility within a planned program.

Factors Influencing Planning

Sound program planning for an individual playground or on a city-wide basis cannot be done without a knowledge of conditions in the neighborhood or city. A number of other important factors that need to be considered in planning a playground program are discussed briefly.

The Playground

The resourceful playground worker can use even a small playground to good advantage but even so, he must plan his program within the limitations of the existing area. Unless there is a sheltered area either in the playground building or out-of-doors, the possibilities of a diversified program during extremely hot weather are small. If the size of the playground is far below normal, limit the ages of the children served or eliminate the activities which require considerable space. Activities like wading, handball and shuffleboard cannot be included in the program unless suitable

facilities are available. Many forms of arts and crafts, music and drama require either indoor space or protected outdoor areas such as many playgrounds do not provide. Adaptations in games help conserve space; for example, paddle or ring tennis can be played instead of tennis, softball instead of baseball, and rubber quoits instead of regular horseshoes. The availability of indoor facilities is a controlling factor at playgrounds open the year round. A careful study of the available spaces and facilities and the opportunities for play which they afford should precede the planning of the playground program.

The Age of Participants

The relation of age to play activities, previously discussed, plays an important part in program planning. As a rule, the program is planned for the needs of boys and girls 5 to 15 years of age, who account for a large percentage of the attendance on most public playgrounds. Some small areas are reserved for the play of children up to 10 or 11 years of age and the activities are restricted to the interests and abilities of this age group. Special provision is not always made for children of preschool age, but this group sometimes needs to be included in the play program. Events appealing to a particular age group are scheduled at the times when the largest numbers can come to the playground. Most phases of the playground program are planned for boys and girls of a fairly restricted age range but others are designed for a much wider range of ages.

If young people and adults are to be accommodated on the playground, age becomes increasingly important in playground planning. Since these groups attend primarily during the evening hours, events are arranged and facilities are reserved for them at that time, although mothers' groups often meet during the morning or afternoon. Ball fields and tennis courts which are used by children during the day are often reserved for adult use evenings and week ends. Special features are scheduled in the evening in order that adults and families may enjoy them.

The Number of Participants

Where one or two leaders have large numbers of children to care for, they can lay little emphasis upon small-group activities or projects which require special instruction. In such cases activities like play in the sandbox, wading pool or on the apparatus have

a prominent place in the program. Some of the most valuable playground activities—music, drama, arts and crafts, nature study—can be carried on to advantage only with small groups. This makes it difficult to provide them where large numbers of children must be accommodated, if leadership is limited, as is usually the case. On the other hand, unless the attendance is large, it is impossible to organize intra-playground leagues in popular team games which require a considerable number of children of comparatively equal skill.

The Hours and Season

The hours during which the playground is open each day and the length of the playground season naturally influence the scope of the program. The longer the playground day, the more groups can be served and the greater the opportunity for a diversified program. A longer season likewise enables more events to be scheduled and permits activities to be arranged that cannot be conducted satisfactorily in a few weeks. On playgrounds open morning, afternoon and evening, many kinds of tournaments, leagues and special events can be scheduled without crowding the program. If a playground is closed during the morning, some activities must be eliminated. The difference between the groups present during the morning and evening hours necessitates on most playgrounds a different type of program during these two sessions.

Several types of playground projects that involve long preparation are practicable at playgrounds with a long season, but otherwise leaders may not be justified in using them. Naturally fewer tournaments and special activities can be carried on, the shorter the playground season. The daily program is not essentially affected, however, by the number of weeks the playground is open. The activities, both indoor and outdoor, naturally will vary greatly from one season to another in the case of year-yound playgrounds. Clubs are specially influenced by the length of season, and it is difficult to organize and conduct a successful club program in many activities during a brief summer period.

The Number of Workers

The number of workers available for duty on the playground is one of the most important factors influencing program planning. One leader can care for only a limited number of children at one time and in a few different activities. Where a playground has only

one worker the program is likely to be restricted. Most of his time must be devoted to general supervision and comparatively little time can be given to small groups requiring special guidance or instruction. The use of junior leaders and adult volunteers enables the leader to carry on a more varied program, but at least two workers are needed on the playground at all times to provide and supervise an attractive range of activities. Additional leaders, even if on duty only part time, make possible a richer program and enable groups to engage in more activities that take them away from the playground. They also enable the director to spend more time in working with groups in the neighborhood.

The Local Conditions

Special community or neighborhood conditions and needs influence the playground program. For example, in an underprivileged neighborhood it may be desirable to arrange for milk distribution or to emphasize health activities; in a section with a large percentage of foreign-born, games, crafts and dances familiar to the group may be featured; in a high-class residential neighborhood parents may be interested in having their children given instruction in various forms of dancing or arts and crafts. The possibility of enlisting volunteers, and the resulting influence upon the program, varies from one neighborhood to another. Regular trips to a pool or beach in a neighboring city under the guidance of a playground leader might be arranged in a community without swimming facilities but where the children can afford to meet the necessary expense; they might not be practicable in a poor neighborhood. Available services provided by other agencies must also be taken into account in program planning. The more closely the playground authorities can adapt existing facilities and personnel to serve the community's needs, the greater will be their contribution to the lives of the people served.

The prevailing traditions and habits of the people in the locality must be taken into account. In certain neighborhoods many of the older children must leave the playground by 4 o'clock in the afternoon in order to help prepare the evening meal or to deliver papers. In others, few small children are present during the early afternoon because of enforced rest periods at home. At some playgrounds parents will attend special events if they start at 3:15, for example, whereas few parents could be present at 2:30. If Monday attendance is light because children help at home with the laundry, do not

schedule major events on that day. In some neighborhoods so many people leave home on Saturday for beaches, reservations, or for visits with friends or relatives that only a limited program is required. In others, where people have low incomes and means of transportation are limited, Saturday may be a busy day on the playground.

The Qualifications of Leaders

Ideally all playground leaders should be trained and experienced in a variety of activities, but in practice the activities carried on vary with the qualifications of the individual workers. A leader who is especially trained and competent in music, drama, handcraft, nature study or some form of physical activity is likely to feature this activity. Conversely, few persons who have not received special training in these activities are likely to devote much attention to them on the playground except under the guidance of supervisors. The ability of a worker to enlist and supervise effectively child or volunteer leadership is a factor to be considered. Because women leaders as a rule are better suited to conduct small children's and girls' activities, and men, on the other hand, can best direct older boys' activities, every playground should have at least one man and one woman leader. Otherwise, the program is likely to be unbalanced in favor of one of the sexes. The capacity for organizing adult groups, an important qualification of the leader on the year-round playground, materially affects the program carried on.

Inter-playground Relations

Inter-playground activities are a minor factor in the small community with a single playground, although if a neighboring community has a playground, activities are occasionally scheduled in which groups from both grounds participate. The program on the individual playground is of primary importance and the intra-playground activities should receive primary consideration. However, the program of each playground should be planned in relation to the programs of the other centers; and the relationship of inter-playground, district and city-wide events to the other playground activities should be taken into account in preparing the playground program.

Inter-playground activities give rise to a number of special problems, so a comprehensive program of such activities is justified only

at playgrounds with a large leadership staff. Typical of the activities in which two or more playgrounds engage jointly are leagues and tournaments in which the individual playground winners compete for district or city championships, play days, track meets and festivals of various types. If the programs at the individual playgrounds are made more attractive and meaningful by these events, they serve a useful purpose; but if the day-by-day activities are relegated to a minor role while these events are glamorized, a need for re-emphasis in the programs is indicated. A discussion of interplayground activities appears in Chapter XXV.

Program planning also involves the arrangement of schedules for the visits of the special supervisors and specialists at the various playgrounds. Schedules at the individual playgrounds should take full advantage of these visits and avoid conflicts with them. The time at which the weekly district or city championship tournaments occur likewise influences the scheduling of the tournaments of the playground. Regular visits of playground groups to a swimming pool or nature center have a bearing on the program, especially if one of the leaders must accompany the group, as fewer activities requiring continuous guidance can be carried on during these periods.

Evening Use

The growing tendency to provide leadership at playgrounds during the evening hours, especially during the summer months, has required modifications in the playground program. The child attendance at many playgrounds is as large during the evenings as at any time of the day, and yet more young people and adults are likely to be present. Evening use has been accelerated by the installation of lights, although children's areas are less frequently lighted than courts for tennis, handball, horseshoes, softball and other games, and these are used primarily by young people and adults.

The provision of an evening program that will serve the needs of a large number of people who vary widely in age presents a special problem to playground workers. In spite of the large evening attendance, the staff assigned for evening duty is sometimes smaller than during the day, so few organized activities are provided for children. They are encouraged to play on the apparatus and in the sandboxes and to engage in individual contests and low-

organized games which they have been taught on the playground, but small-group activities requiring the continuous direction of a leader are seldom conducted during the short summer evening period.

Two types of organized activity characterize evening playground programs during the summer months. One consists of the varied adult activities which are started with the help of the worker but which are carried on largely by the groups themselves. They include leagues in baseball, volley ball, softball and other games; tournaments in horseshoes, handball, roque, table tennis and other sports; clubs in special activities such as checkers or choral singing; and classes in swimming, tennis or archery. The number of such groups which can be carried on depends upon the number and qualifications of the paid leaders and their ability to enlist the active interest and cooperation of competent volunteers.

The other type of evening activity is the special program, often designated as a "community night." It is commonly scheduled one evening each week and is designed to attract a large number of people to the playground. Such programs provide opportunities for participation by the entire group attending them and also demonstrate activities in which both children and adults have been engaging during the week. They serve as an effective means of developing neighborhood interest and support.

Year-round playgrounds with suitable indoor facilities have more specialized and diversified evening programs, especially during the fall and winter months. These are primarily for youth and adults and non-physical activities are usually emphasized. Children of school age are not encouraged to attend evening sessions during the week in most neighborhoods.

Types of Programs

Daily, weekly and seasonal programs are among the many kinds needed in preparing for a playground season. The daily program indicates the hours at which various activities will be carried on each day. A weekly program shows the activities which are scheduled one or more times per week. Program planning for the entire season is also essential since various types of activities, especially feature or inter-playground events, are carried on only during a particular day or week. Preparation of the seasonal program in cities with several centers also involves the working out of a schedule of the inter-playground and city-wide events. Only as these

three types of programs are worked out in advance is it possible to make sure that the playgrounds will meet the various play needs and interests of the people they are intended to serve. The suggested outlines in Chapter XII illustrate the methods used in preparing such schedules.

Other phases of program planning include the preparation of detailed plans for special events such as the field day or festival, which in turn influence the scheduling of daily and weekly activities. Additional examples of program-planning procedures are the preparation of schedules for athletic leagues and tournaments, for the periodic visits of supervisors and special instructors, for the occasional use by playground groups of facilities such as a day camp or swimming pool, and for the performances of the traveling circus, zoo or puppet theater.

Planning Objectives

A few planning objectives and techniques in attaining them merit mention here, as they contribute to the success of the playground program. Because they have a general application, they serve as a guide in preparing specific programs, developed in the light of the factors previously indicated.

Variety

Variety must be a characteristic of any playground program that is to attract and hold the interest and participation of a large number of children of different ages. Children not only differ from one another in their play interests but also have varying interests from day to day. "Children move easily and freely from music to crafts to acting to art and back again." [1] and unless they can find on the playground activities that appeal to their different tastes and varying moods, they will cease to attend. The program that provides a rich offering in only one or two fields, such as sports or drama, will fail to attract or serve the needs of many.

Several activities are being carried on simultaneously on the successful playground, even though they cannot receive continuous supervision. Since there are seldom more than two leaders on a playground at any one time, one or more activities which are more or less self-directing or which can be conducted by junior leaders are scheduled each period, and one or two others which require

[1] Catheryn Zerbe, "Parallels," *Recreation*, April, 1945, p. 3.

the guidance of the paid workers. The extent to which the different age groups, boys and girls, and the various types of activities receive a fair share of the leader's time and attention affects the drawing power of the playground.

Maximum Use of Leadership

Any methods or activities which supplement the influence of the paid workers, as exerted through direct leadership of groups and activities, should be fully utilized. One such method is the selection, training and use of volunteers and junior leaders whose services enable more activities to be carried on at one time. Another means of enlarging the service of the playground is to encourage participation in the many individual or small group activities which are more or less self-directing and which include some of the most popular games and sports. The arrangement of contests and tournaments in which large numbers of children can be actively engaged without any direct supervision is a means of increasing this type of activity.

Play on the apparatus and in the sandboxes is almost continuous and requires only occasional supervision. Where through occasional suggestions, instruction and organization, participation in various activities is encouraged, several activities can be carried on simultaneously even when only two paid workers are present.

Coordination of Activities

One weakness of many playground programs is that the various activities are carried on independently of one another and that little or no attempt is made to relate or coordinate them. Unless the members of a playground staff recognize a common goal and purpose and enthusiastically work together in achieving it, many of the values of the playground are lost. The individual workers on a playground should be familiar with the projects being carried on by the other workers on the same ground and should have an interest in them. In planning activities and programs every available means is used to relate the various activities, events and projects. In this way the unified program becomes balanced; the children's interest increases; activities take on new meanings; leaders work together for common objectives; and the total participation is likely to be greater.

The ease with which playground activities may be integrated in a coordinated program affords playground workers little excuse

for not adopting such a plan. The frequency with which programs are built around special days and weeks or even around a special summer theme indicates that the value of relating activities to a particular objective or event is widely recognized. A few examples will suffice to illustrate the point. Suppose it is decided that on a given playground the following activities among others are to be carried on: storytelling, folk dancing, sand craft, poster making, crafts for boys and girls, simple dramatics. It is possible for each of the leaders independently of the others to conduct these individual activities, selecting the stories, dances or craft projects from day to day or week to week as preference or chance may determine. The children will probably benefit from the activities and enjoy them. However, they have little inducement to join other groups nor any special incentive to work together on a common project. Playground spirit is not engendered in this manner. On the other hand, suppose the workers agree at the beginning of the season to conduct two or more special events which will comprise several activities and in which large numbers of the children and various groups will have a chance to participate. Typical of such events are a playground demonstration, a play day, a circus or a pageant. Such events sometimes determine the theme for all the playgrounds for the entire season. Immediately a common interest and objective are created among both children and leaders. The stories that are told, the folk dances that are rehearsed, the posters that are made and the projects that are undertaken in the crafts classes are no longer unrelated and casual, but become purposeful and challenging. The project often stimulates originality and research on the part of the children and interest spreads into the homes and throughout the neighborhood. One of the greatest values in the playground circus, which is one of the most popular playground features, is that there is scarcely a play activity which cannot in some way be related to it or utilized in it.

A word of warning should perhaps be issued here. On every playground there are children who for one reason or another desire to take an active part in only a particular kind of play activity. Playground programs should never be so completely centered about a special theme or event as to deny to these children a fair share of the leader's time and an opportunity to benefit by the activities of their own choice. Consideration of the interests of young people and adults should likewise not be neglected due to the leaders' concern over the success of a single playground tournament or special event.

Balance

A conscious effort must be made to achieve a well-balanced program because otherwise some aspect is bound to be overemphasized. Boys may get a lion's share of the leader's attention, the interests of older girls may be neglected, sports may be stressed at the expense of other activities, or undue emphasis may be placed upon the development of championships. Preparation of a weekly forecast is one method used to assure consideration of a variety of activities.

A common weakness in program planning is the tendency to provide so few events and special activities that many children find little to attract them or to retain their interest. The result is that after informal activity such as play on the apparatus loses its first appeal, attendance dwindles. Such faulty planning sometimes results from inadequate preparation on the part of the leaders. The person trained only in physical activities, for example, may neglect all other types; a musician tends to overemphasize music; a kindergartner, younger children's activities. Failure to arrange special events and features from time to time during the summer is another aspect of the same problem. Programs planned by untrained, inexperienced or lazy workers are likely to lack variety and therefore to have a limited appeal.

At the other extreme is the program which is so full and varied and which includes so many featured events that the playground schedule is constantly crowded. As a result, pressure is exerted on children to take part in the scheduled activities and upon the leaders to see that the program is carried out. Children as a rule enjoy participating wholeheartedly in a few activities. Do not schedule too many special features, especially on playgrounds where a fairly large attendance cannot be expected. Otherwise there is a tendency to urge children to participate in order to make a good showing or to "put over" the various features successfully. There is also a danger that leaders will require children to spend more time on projects than they enjoy doing in order to complete them on schedule. Or, once a special event has taken place, the children may be urged to start preparing for the next one, even though they may prefer to continue with the activity. Leaders should not become so engrossed in the machinery of routine procedures that they tend to kill the free play spirit of the children. A happy medium is attained when there is sufficient variety in the day-by-day activities to meet the needs and interests of each child and enough special events to challenge the interest and participation of the entire group.

Responsibility for Planning

The playground authorities, the leadership staff at the individual areas, volunteer leaders, neighborhood playground committees and the people who use the playgrounds all have an interest in planning the program. The playground authorities should enlist the cooperation of these other groups in planning the playground program and encourage them to offer their ideas and suggestions. Responsibility for the program rests primarily with the superintendent, although in the larger cities he delegates this to the supervisor of playgrounds or other assistants. The extent to which this responsibility is shared with the playground directors varies, depending in part upon the length of the playground season, the number of years the program has been operating, the caliber of the playground directors and the attitude of the playground authorities.

Instructions to Workers

Comprehensive manuals have been issued by some playground authorities, containing detailed and specific instructions as to the nature and scope of the program to be carried on at each playground during the year or season. Activities are classified under such headings as routine, recurrent scheduled and special events and the place of each in the program is indicated. Instructions may specify the number of activities of each type to be conducted for each age group every day, week or season. Daily, weekly and seasonal schedules are drawn up and playground directors are expected to conform to them. Each playground is required to have entries in all leagues, tournaments and special events organized on a district or city-wide basis. Schedules are worked out for specialists and special supervisors, traveling units and other special services, indicating the time at which they are assigned to the various playgrounds. Modifications in the prearranged program are authorized only with the approval of the superintendent or supervisor.

Uniform instructions as to program are essential in a city with several playgrounds, to inform the directors as to the type of program they are expected to conduct and to assure similar opportunities in all neighborhoods. City-wide events cannot be run off successfully unless all the playgrounds participating use the same rules and take part on an equal basis. Care must be taken, however, to avoid stereotyped programs or to force groups to engage in activities in which they have no interest, merely because the activities have been scheduled. A certain degree of leeway should always be

granted playground directors in the selection of the activities to be carried on, because playgrounds differ in their size and facilities, in the numbers and ages of the people attending them and in the habits and interests of the residents of the neighborhood. A proper variety and balance in the program should be assured on every playground, and directors should be required to justify a marked deviation from the normal pattern. Any attempt to secure uniformity of program at every playground is a serious mistake. In general the degree of control should vary inversely with the competency and experience of the playground staff.

Cooperation in Planning

Successful results are usually secured when programs for a playground system are based on years of careful observation, experiment and experience, when they are worked out after consultation with the playground staff, and when an effort has been made to determine the attitude of the people with reference to various activities and procedures. Valuable suggestions are secured from playground workers if, at the close of the playground season, they are asked to comment on various problems. If the workers are encouraged to express their opinions frankly, if their replies are studied and their suggestions are put into effect, where justified, the program benefits from this procedure. Playground leaders are often closer to the children and neighborhood groups than are the supervisors and new workers bring new ideas and a fresh point of view, so their suggestions deserve careful study and often indicate desirable changes in the program.

Typical questions asked of playground leaders follow:

1. What activities do you think should be eliminated from the playground program? What activities added? Why?
2. Did the Junior Police justify their existence? Give reasons for your answer.
3. Would you suggest that the handcraft supervisor visit your grounds more often? How often would you suggest? How long should she spend on each ground?
4. What special events do you suggest for next year? Why?
5. Has the lack of city-wide competition decreased participation or interest in local tournaments? If so, in what way?
6. Should a play day be substituted for a track meet? Why?
7. What constructive criticism do you have to offer about the visits of the supervisors?

8. Did the children like to act in simple plays? If not, did the fault lie with the leader, with the children or the playground environment, and why?
9. Do the preparations for the weekly special events interfere with the efficient conduct of other activities? Explain.
10. Should the closing city-wide festival or pageant be abandoned in favor of a similar production on the individual playgrounds? Why?
11. Are you satisfied with the policy and practice relating to awards? If not, comment.

The appointment of committees of playground directors is another method of securing their cooperation in program planning. Committees are sometimes appointed to deal with such activities as handcraft, music, or nature study; others plan and supervise special features or inter-playground events. The directors in one city through a playground district organization have a large share in determining the program to be carried out. Playground directors in each district meet at least once a month to discuss and formulate plans and schedules for special events in their respective districts. Committees are appointed to work out detailed plans and schedules for all inter-playground games, tournaments and special features. When programs are adopted and approved by the superintendent or supervisor they must be adhered to by all playgrounds in the district and no deviations are allowed except by special permission.

Weekly Forecast

A weekly forecast stimulates more thoughtful and effective planning of the activities for the week. It also serves an administrative purpose, since it enables the playground executive to determine whether the director is including in his program the activities in which all playgrounds are expected to take part and also those deemed most desirable for his particular playground. The forecast is used by the supervisors in judging the extent to which the director is carrying out the program outlined in it. Like many other administrative devices, the forecast is valuable only to the extent it is conscientiously and intelligently used. Unless carefully supervised, lazy or incompetent workers may find it a help in "getting by," but the reliable worker finds it a useful instrument in improving his program. It can be helpful as well to the director of the single playground in a community in planning his own time effectively.

Planning Suggestions

A number of specific suggestions for the planning of playground programs follow. Many of them are closely related to the factors and objectives previously mentioned.

1. Provide a wide range of activities of different types—physical, arts and crafts, musical, dramatic, nature and others——for boys and girls of various ages.
2. Divide the leaders' time fairly between different age groups, boys and girls, and between various types of activities.
3. Alternate strenuous with quiet activities, team games with individual play.
4. Schedule special activities at a time most convenient for the group.
5. Arrange periods so that if a project or activity is not completed on scheduled time, it can be carried over without interfering with the program.
6. Plan a special feature to take place each week or ten days.
7. Correlate the routine and recurring playground activities with this special feature as far as possible.
8. Encourage informal self-organized activity by giving it a recognized place on the program.
9. Include activities which involve cooperation as well as those which feature competition.
10. Make programs progressive, stimulating the acquisition of recreation skills and pointing to a climax at end of season.
11. Feature activities of the play day type with large numbers participating rather than events in which only the playground champions take part.
12. Give the children opportunities and responsibility for sharing in the planning of the program.
13. Emphasize opportunities in which all may participate rather than the development of champions.
14. Keep in mind the plans of other city organizations and consult with them to prevent overlapping or conflicts in programs.
15. Enlist the cooperation of adult playground clubs or parents groups in arranging programs.
16. Vary programs to take full advantage of seasonal activities, holidays and special neighborhood events.
17. Be prepared to substitute suitable activities in case rain or blistering heat makes it inadvisable to carry out the program scheduled.
18. Set a definite objective to be attained in each type of activity during the season; for example, a certain number of folk dances, team games, quiet games, craft activities, stories.

19. Give special attention to organizing groups and activities during the first few weeks; later the feature events help in maintaining the children's interest.
20. Develop programs in which everyone in the family may have a part and encourage families to use the playground together.
21. Pay special attention to the handicapped and help them find activities in which they can participate successfully.
22. Keep the spirit of play uppermost and remember that your spirit and attitude will be quickly reflected in the people coming to the playground.
23. Vary the program by introducing new games, stunts and activities and encourage boys and girls to bring in new ones, too.
24. Utilize fully all the recreation resources of the playground, neighborhood and community.
25. Rediscover your playground neighborhood and consult neighborhood leaders as to ways your playground can render the maximum service.
26. Do not encourage the formation of any club unless you can assure it needed leadership and guidance.
27. Dramatize activities whenever possible, use popular terms that appeal to children and give routine activities a "new twist."
28. Make a talent survey of your neighborhood and multiply your effectiveness by enlisting the services of volunteer leaders.
29. Arrange occasions when children can demonstrate to their parents, friends, and neighbors the skills they have acquired on the playground.

George Hjelte, General Manager of the Los Angeles Department of Recreation and Parks, has presented to his workers in summary form a series of valuable suggestions for expanding and enriching their summer playground program. Even though some of them cover points previously mentioned, program planning is of such importance that repitition seems justified. He suggests:

1. The traditional day-to-day events are highly important and require planning each day. Give them novelty and the element of surprise.
2. Events scheduled in advance cause the playground patrons to plan too. Tournaments and recurrent club and class meetings have this value.
3. Special events add "spice" to a program which otherwise might be commonplace.

4. No special event is worth much unless the boys and girls prepare for it and share in the planning.
5. Participation, not mere entertainment, is the keynote to a vital and dynamic program.
6. The program should serve all age levels. Let us "put children and youth first" in the summer planning.
7. Participation of children and parents together is worth while.
8. Corecreational events, i.e., those for boys and girls together, especially in social activities, are worth planning.
9. Old events conducted in a new and novel manner are quite as good as new events never before held.
10. Favorite traditional games have a place in the program.
11. Appropriate ceremonies commemorating patriotic holidays, such as July 4th and Admission Day, should be planned. Include a special Joseph Lee Day program.
12. Warm weather calls for ingenuity in planning. The most vigorous events might be scheduled for the coolest hours. Keep children out-of-doors as much as possible.
13. Make adequate use of volunteer leaders by assigning them to specific duties on specific days and hours.
14. However simple, an event can have a touch of quality, style, and inspiration. There is too much of the commonplace in recreation. Let us make our programs elevating and fine.

CHAPTER XII

Summer Programs

Summer is the season when practically all playgrounds are open under leadership. It is the long vacation period when children in many neighborhoods have little else to occupy their time, when the weather brings people out of their homes to attractive play areas, and when the daylight evening hours afford opportunities for people of all ages to engage in out-of-door activities.

There are characteristics of the summer season that prevail in most communities and influence playground programs.

1. Many children have long periods for play; this is in contrast with conditions during the school year. They therefore can be enlisted in projects that require considerable time and undivided attention. Certain forms of crafts and feature events like a festival, circus or pageant, are practicable only during the summer in view of the great amount of time required in preparing for them.

2. The summer season is relatively short and therefore only activities that can be organized and carried on successfully within a few weeks can be included in the program. Sports that require a long period of training in order that participants may acquire needed skills and get into suitable condition for play must be omitted. Formal club organization of recreation groups is less practicable on the summer playground than during other seasons.

3. There is a considerable turnover in the children attending a playground during the summer. Periods in camp, trips with the family and out-of-town vacations are added to sickness and the other interruptions that interfere with regular attendance during any season. Schedules must be more flexible, team rosters must be

larger, and substitutions of activities must be authorized more freely in the summer than at other times of the year. Otherwise programs would be disrupted constantly.

This chapter contains suggestions for working out the daily, weekly and summer schedule, suggested programs of each type, and summer programs that have been followed in several cities.

The Daily Program

Adoption of a daily program is advisable and in many places a uniform daily schedule is followed on all playgrounds, except as needed variations are made at individual areas. A daily program assists the workers in planning and enables parents and children to know the hour that certain activities are carried on each day. Like other programs it is subject to modification as conditions change and the schedule is varied from day to day to make a place for activities that are carried on only once or twice a week.

The playground day often starts with flag raising, sometimes accompanied by community singing and announcements, although these may be postponed to a later hour when more children are present. A part of the first morning period is devoted to preparing the grounds for the day's activities. Apparatus and equipment are set up, courts are prepared for use, preparations are made for the morning's play activities and courts and other facilities are assigned to groups for use during the morning. Gates and doors are unlocked and apparatus inspected before the playground is officially opened for play. If there is a caretaker on the ground much of this work is done before the leader arrives.

The mid-morning hours are usually well suited for strenuous activities. The attendance is often less than at the other periods, so few special or feature events are held in the morning. Special attention is given to the group attending in the largest numbers—this may be the older boys or the younger children. The period immediately preceding the lunch hour is suitable for quiet games and activities such as handcraft and storytelling.

Seldom schedule activities during the lunch hour, except for an occasional picnic; nevertheless it is generally advisable to have a worker present on the playground from the time it opens in the morning till closing time at night. The leader on duty at noon time can prepare for afternoon events or help individuals with special play projects. Many playgrounds are open for informal play during the lunch hour even if no leader is on duty.

Devote the early afternoon hours primarily to fairly quiet activ-

ities, although informal team games and not too strenuous individual activities may be engaged in. This is often a good time of day for group activities such as dramatics, music or nature study. Schedule league games, tournaments and feature events for the middle of the afternoon when the attendance is largest and when many friends and parents are likely to be present. The latter part of the afternoon is often a good time for meetings of clubs, committees or junior leaders' corps or for activities such as dramatics, music or handcraft. League games for employed young people are played at the end of the afternoon on many playgrounds.

The hours from 6:30 or 7:00 till dark are frequently the busiest of the entire day. The program depends a great deal on the available leadership and on the extent to which the playground attracts young people and adults. If only one leader is on duty during the evening he is busy looking after the interests of the various groups, keeping activities going and helping here and there as conditions require. If two leaders are present, however, one can give his entire attention to the organization, promotion and supervision of activities. It is desirable that at least every two weeks and preferably each week a special evening program be arranged in which many can participate and which will attract a large attendance. This type of program requires careful preparation and the workers' entire attention on the evening it is presented.

Program for Three Workers

The suggested daily program on page 175 is for an average playground where three leaders are employed—one man and two women. The playground is open morning, afternoon and evening, and two workers are on duty each session.

At certain times workers help get activities started and then turn their attention to other groups. For example, each day from 11 to 11:30 a worker devotes her attention to a group in handcraft. The craft activity continues until noon but by 11:30 the group can get along wtihout the leader's assistance, so during the period from 11:30 to 12:00 she leads another group in another activity. Likewise one of the leaders helps organize team games from 2:00 to 2:30 after which he can give his attention to another part of the playground. In the meantime the games continue under the team captains or junior leaders.

The asterisks (*) in the following programs indicate the activities to which the workers give more or less direct and continuous supervision. During several periods more than two activities are so indicated. In such cases, all these activities are not conducted under

leadership each day; some of them are carried on only once or twice a week. The other activities are started and carried on by the children themselves, or are merely started by the leaders and then left to the children, or are conducted by volunteers or junior leaders. It should not be forgotten that throughout the entire day many children will be engaged in a great variety of continuous self-directed activities. Reference to the suggested weekly schedule for a playground with the corresponding number of workers will help in a study of these daily programs.

The program on page 175 is arranged on the basis that three leaders are employed—one man and two women. It is assumed that one woman will be on duty morning and afternoon; the other, morning and evening, and the man, afternoon and evening.

Program for Two Workers

The staff on the individual playgrounds in many cities consists of only two workers, usually a man and a woman. This may be sufficient on small areas with few facilities that afford opportunity for only a limited program, but a larger staff is needed on standard-size playgrounds. However, because so many playgrounds are operated with only two leaders, a daily program is suggested for an area of this type. During the morning hours, on the playground where only one leader is present, fewer activities requiring the direct guidance of a leader can be carried on, or else they must be offered fewer times per week. Moreover, since the leader must give general supervision to the entire playground he cannot give his undivided attention to any of the special activities. He must rely more on assistance from junior leaders or volunteers. The schedule of activities for children under eight could be generally followed at a junior playground for young children with a single leader.

The program on page 176 is arranged on the basis of two leaders being employed—a man and a woman. The woman will be on duty morning and afternoon, and the man afternoon and evening.

The Evanston Program

The Bureau of Recreation in Evanston, Illinois, has offered its playground directors the suggested daily schedule on page 177 as a basis for planning each day's work. Although less detailed than the preceding programs, it indicates the types of activities that are proposed for different periods throughout the day and illustrates how and when they can be introduced in a daily program.

Suggested Daily Program—Three Workers

Hours	*Children under 8*	*Children 8 to 11 incl.*	*Boys and Girls over 11*
9:30-10:00	Flag raising. Getting out equipment; marking courts; distributing game supplies; posting announcements; organizing groups for morning play.		
10:00-10:45	Group and singing games * Apparatus play	Low-organized games * Apparatus play Sandbox play	Group and team games * Practice for contests and tournaments
10:45-11:00	No special activity scheduled; free play; attendance taken; playground clean-up.		
11:00-11:30	Sandbox play Block building	Handcraft * Music * Badge test events, stunts,* etc. Quiet games Nature activities *	Folk dancing * (girls) Badge test events, stunts, etc.* Handcraft * Music * Nature activities *
11:30-12:00	Storytelling * Quiet games		
12:00- 1:30	No scheduled activity; one leader present; occasional picnics or wiener roasts; quiet games.		
1:30- 2:00	Storytelling and story acting * Apparatus play	Apparatus play Quiet games Meeting of clubs and committees	Individual games and athletic stunts Handcraft Meeting of clubs and committees
2:00- 2:30	Sandbox play Free play activities Quiet games	Free play activities Preparation for future events Group games and relays *	Organization of team games * Practice for league games Preparation for special or feature events *
2:30- 2:45	No special activity scheduled; free play; attendance taken; preparation for special events and contests.		
2:45- 4:15	Apparatus play Singing games Taking part in or watching special events Simple crafts *	Contests, tournaments or special features * Handcraft Watching league games	Special features, contests, tournaments or outings * League games * Preparation for future events
4:15- 5:15	Sandbox play Quiet games	Storytelling * Dramatics * Quiet games	Storytelling * Dramatics * Quiet games Completion of special features * Preparation for community night events *
515:- 5:30	Collecting game materials and playground supplies; check upon playground.		
5:30- 6:30	No scheduled activity—one leader present. Playground used by young people or adults for team games and for informal play by all ages.		
6:30- dark	Free play on apparatus and self-organized games Watching special events Quiet games		Twilight leagues for young people and adults. Informal individual and team games Special neighborhood programs and demonstrations **

Before leaving, director calls in all game supplies, completes daily reports, locks up building, turns out lights and inspects playground

Suggested Daily Program—Two Workers

Hours	*Children under* 8	*Children* 8 *to* 11 *incl.*	*Boys and Girls over* 11
9:30-10:00	Flag raising. Getting out equipment; marking courts; distributing game supplies; posting announcements; organizing groups for morning play.		
10:00-10:45	Group and singing games * Apparatus play	Low-organized games * Apparatus play	Informal team and group games
10:45-11:00	No special activity scheduled; free play; attendance taken; playground clean-up		
11:00-11:30	Sandbox play — Block building	Handcraft * Nature activities * Quiet games Badge tests and stunts *	Handcraft * Nature activities * Quiet games Badge tests and stunts *
11:30-12:00	Storytelling * Sandbox play—Block building		
12:00-12:15	Leader collects play materials and prepares playground for noon hour		
12:15- 1:30	No scheduled activity. Male leader arrives on ground at 1 o'clock and prepares for afternoon activities. Quiet games and informal activities. Children continue on handcraft projects. An occasional picnic is arranged for this hour.		
1:30- 2:00	Storytelling and story acting *	Group games * Music * Apparatus play	Music activities * Informal group games Individual games and athletic events
2:00- 2:30	Sandbox play Free play activities Quiet games		Organization of team games * Practice for league games or for special events Preparation for afternoon features *
2:30- 2:45	No special activity scheduled; free play; attendance taken; preparation for special events or contests		
2:45- 4:15	Apparatus play Singing games Taking part in or watching special events	Contests, tournaments or special features * Handcraft Preparation for coming events	Special features, outings, contests and tournaments ** League games in dodge ball, softball, volley ball, etc. Preparation for coming events Handcraft
4:15- 5:15	Quiet games Sandbox play	Storytelling * Dramatics * Folk dancing * Quiet games Meetings of playground clubs and committees	Completion of special features * Storytelling * Dramatics * Folk dancing * Meetings of playground clubs and committees Quiet games
5:15- 6:30	No scheduled activity. One leader present. Collect playground supplies and check condition of playgrounds. Playground may be used by young people or adults for team games.		
6:30- dark	Free play, apparatus play, self-organized games, quiet games, watching special events		Informal team games Twilight leagues for young people and adults Special neighborhood programs and demonstrations *

Before leaving, director calls in all game supplies, completes daily reports, locks up building, turns out lights and inspects playground.

Suggested Daily Program

9:30 A.M. - 12:00 M.	Inspection. Free play, Sand play, Story hour, Low-organized games, Crafts-posters. Get acquainted with children.
12:45 - 2:00 P.M.	Unorganized free play—games and stunts, apparatus work, etc., as children arrive.
2:00 - 3:00 P.M.	Hand work and quiet games.
(a)	Assist larger children in toy making, doll making, airplanes, soap modeling, posters.
(b)	Assist smaller children with sand bin and any other handwork such as paper cutting.
(c)	Give out equipment and plans for meetings of individual groups, athletic clubs and teams for special work, junior press, junior police.
3:00 - 5:00 P.M.	Active play.
(a)	Organize games such as baseball, volley ball, liberty ball, horseshoes for larger children. Hold inter-playground contests.
(b)	Give training for special activities.
(c)	Conduct games such as run sheep run, prisoner's base, relay races, and other circle games for smaller children.
5:00 - 5:30 P.M.	Free play. Games for few.
5:30 - 6:30 P.M.	Supper Hour Have group supervision in low-organized games, singing games and free play and assistance on special activities. Some children will remain on the playground during this hour.
6:30 - 8:45 P.M.	Adult visiting period
(a)	Promote adult games; arrange for special programs in athletic games, folk dancing, dramatics, music, by the children to bring adult public to the playground.
(b)	Organize athletic teams among the adults. Hold neighborhood or community nights, picnics.
8:45 - 9:00 P.M.	Gather up equipment—reports. Close park for the day.

The Weekly Program

The diversity of interests and activities on the playground and the limited staff make it impossible for all activities to be carried on each day. It is desirable, however, to schedule certain activities for definite periods, so children will know that at such periods instruction or leadership will be available. This is especially true of handcraft, dramatics, storytelling, folk dancing, music and nature study, which require the guidance of a trained leader. Two to more periods a week generally are reserved for each of these activities; in some cases they are conducted by an instructor who visits the playground for this purpose.

There is also an advantage in holding contests or feature events on the same afternoon each week, so parents can plan to attend playground on this particular afternoon. Attendance at community night programs is likely to be better if they are scheduled for the same evening each week.

Programs for Three and Two Workers

The following are suggested weekly programs for playgrounds with three and two workers, respectively. No events are listed which are held at the same time each day throughout the week. Few differences are observed in the number of periods devoted to the various activities, but the additional leader at one ground makes it possible to give greater attention to these activities and to the informal and individual play. This worker also makes possible two activities under leadership during the morning hours instead of only one. More community night programs and trips away from the playground can be arranged on the playground with three workers.

In the two programs which appear on pages 179 and 180 it is assumed that when two activities are scheduled for any period, a worker will be in charge of each. These programs have been designed to fit in with the preceding suggested daily schedules and should be studied in connection with them.

The Patterson Park

A program on page 181 announcing the recurring activities to be conducted each week in Patterson Park in Baltimore, Maryland, illustrates the manner in which special activities are commonly scheduled. By interspersing them with the daily activities throughout the week, each playground session is provided with one or more special attractions.

SUGGESTED WEEKLY PROGRAM FOR SUMMER PLAYGROUND WITH THREE WORKERS—TWO WOMEN AND ONE MAN

Hours	*Monday*	*Tuesday*	*Wednesday*	*Thursday*	*Friday*	*Saturday*
10:00-10:45	Staff meeting 9-10:30	Group and singing games. Team games (boys)	Low-organized games Team games (girls)	Group and singing games. Team games (boys)	Low-organized games Team games (girls)	Group and singing games. Team games (boys)
	Handcraft daily					
11:00-11:30	Folk dancing	Folk dancing	Music	Folk dancing	Folk Dancing	Nature activities
11:30-12:00	Folk dancing Tests, stunts, etc.	Folk dancing Storytelling	Music Tests, stunts, etc.	Folk dancing Storytelling	Folk Dancing	Nature activities
12:00- 1:30		Picnic		Picnic		
1:30- 2:00	Storytelling and story acting	Clubs and committees	Storytelling and story acting	Clubs and committees	Music	
2:00- 2:30			Playground hike Trip to swimming pool Inter-playground event (Every 2 weeks)		Preparation for feature events	
2:45- 4:15	Tournament finals or special contests	League games		League games	Special weekly feature events	
4:15- 5:15	Storytelling Junior leaders corps	Dramatics Safety club	Rehearsals or preparation for Community Night	Dramatics Newspaper staff meeting		
6:30- 8:30	League games		Community Night (bi-weekly)	League games		

SUGGESTED WEEKLY PROGRAM FOR SUMMER PLAYGROUND WITH TWO WORKERS—ONE WOMAN AND ONE MAN

Hours	*Monday*	*Tuesday*	*Wednesday*	*Thursday*	*Friday*	*Saturday*
10:00-10:45	Staff meeting 9-10:30	Group and singing games	Low-organized games	Group and singing games	Low-organized games	Group and singing games
11:00-11:30	Handcraft daily					
11:30-12:00	Storytelling	Tests and stunts	Nature activities	Tests and Stunts	Storytelling	Tests and stunts
12:00- 1:30		Picnic				
1:30- 2:00	Group games	Storytelling and story acting	Group games	Storytelling and story acting	Music	
2:00- 2:30			Playground hike Trip to swimming pool Inter-playground events (Every 2 or 3 weeks)		Preparation for special features	
2:45- 4:15	Tournament finals or special contests	League games	Preparation for Community Night	League games		
4:15- 5:15	Folk dancing Storytelling	Folk dancing Dramatics Safety club	Folk dancing	Folk dancing Dramatics Newspaper staff meeting	Special weekly feature events	
6:30- 8:30			Community Night (Every 3 weeks			

PATTERSON PARK PROGRAM

For Children		
Arts and crafts	Tuesday and Thursday	2:00 - 5:00 P.M.
Efficiency tests	Monday and Friday	11:00 A.M.
Contests	Monday	2:00 P.M.
Children's chorus	Monday	4:00 - 5:00 P.M.
Garden	Monday, Tuesday, Thursday and Friday	9:00 - 12:00 noon
Story hour and dramatics	Tuesday	2:30 P.M.
Swimming instruction	Monday through Friday	10:00 - 12:00 noon
Safety club	Friday	1:00 P.M.
Travel club	Saturday	10:00 A.M.
For Teen-agers		
Table games, tournaments.	Monday through Friday	2:00 - 5:00 P.M.
Social dancing, holiday parties	Monday	7:30 - 10:30 P.M.
Social dancing (for those 15 years and over)	Tuesday	8:30 - 11:00 P.M.
Swimming instruction	Monday and Wednesday	1:00 - 4:00 P.M.
Tennis instruction	Thursday and Friday	10:30 - 1:30 P.M.
For Adults		
Music appreciation	Tuesday	2:00 - 4:00 P.M.
Weaving	Thursday	2:30 - 5:00 P.M. 7:00 - 9:30 P.M.
Tennis instruction	Thursday and Friday	10:30 - 1:30 P.M.

THE SEASONAL PROGRAM

One of the most important planning problems is to arrange a schedule of diversified and interesting events in such a manner as to provide a progressive, well-balanced program throughout the summer. If too many special events are scheduled, the program may be overcrowded and the interests of the children may be subordinated to concern over the successful completion of the scheduled features. On the other hand, many children enjoy weekly events such as kite flying contests, pet shows and doll parades. These events also provide a special incentive for handcraft projects, such as the making of puppets for a puppet show, lanterns for a lantern parade, or pushmobiles for a coaster derby. A circus or festival at the end of the summer likewise provides an opportunity to demonstrate many regular playground activities.

The numbers and types of tournaments, contests, leagues and special events which should be planned depend upon such factors as the size and type of playground, number and qualifications of

SUGGESTED SUMMER PLAYGROUND PROGRAM

Special Activities Each Week

WEEK	Designation	Feature Events	Special Activities	Preparation
FIRST	Organization Week	Checker tournament Community night—singing and talk on summer playground program	Start birdhouse construction Start nature collections Safety games and stories Practice for baseball pitching tournament	Get ıcquainted with children Registration Teach proper use of apparatus Interest neighborhood parents Encourage informal team games and activities Arrange for playground trip Try to discover junior leaders
SECOND	Nature Week	Trip to woods, park or zoo Pet show Baseball pitching tournament	Finish birdhouse construction Start making scooters and wagons Start making homemade games Continue nature collections Nature stories Marking and identifying trees and shrubs on playground Start volley ball and softball games	Determine events for play night Organize league teams in volley ball and softball Form ukulele and harmonica groups Prepare for O'Leary contest Complete arrangements for pet show Appoint junior leaders
THIRD	On Wheels Week	On wheels meet — roller skates, bicycles, scooters, wagons, etc. Community play night O'Leary contest	Finish scooters, wagons, etc. Start making doll houses Start making doll dresses Start making decorations for doll carriages Stories of travel and transportation Start dodge ball team games Training for athletic badge tests	Form dodge ball league teams Select playground newspaper staff Arrange transportation to pool or beach
FOURTH	Doll Week	Doll show Doll village contest Trip to swimming pool or beach	Start basketry Finish doll houses and dresses Finish decorations for doll carriages Continue training for athletic badge tests Preparation of playground newspaper	Select groups for sports demonstration Secure blanks for badge tests
FIFTH	Sports Week	Athletic badge tests Rope jumping contest Demonstration of games and sports night	Basketry Making belts Making puppets Preparing for puppet show Soap carving	Select plays and cast for music and drama night Arrange to visit another playground

			Stories of athletes and heroes Making scrap books Start paddle tennis tournament Publication of playground newspaper	
SIXTH	Arts and Crafts Week	Soap carving contest Exhibit of handcraft Sandcraft contest Visit another playground	Basketry Complete paddle tennis tournament Continue preparations for puppet show Rehearsal of simple plays Rehearsals of ukulele and harmonica groups Start captain ball games Complete paddle tennis tournament Practice for marbles contest	Form captain ball teams Complete arrangements for music and drama night
SEVENTH	Music and Drama Week	Puppet show Demonstration by playground, drama and music groups Music and drama night Marbles contest	Dramatic stunts Playground singing Start horseshoe tournament Prepare costumes for playground demonstration Start model boat building Complete dodge ball league	Start planning for playground circus, posters, stunts, music, costumes, animals, etc. Select folk dances for playground demonstration
EIGHTH	Folk Dance Week	Playground folk dance demonstration and contest Ping pong tournament Playground hike	Complete horseshoe tournament Complete volley ball league Stories of other lands Continue model boat building Start tennis tournament Preparation for hobby show Cotninue preparations for circus	Secure location for hobby show Make arrangements for playground dance
NINTH	Hobby Week	Model boat sailing contest Croquet tournament Hobby show Playground or block dance	Complete tennis tournament Complete playground baseball league Complete captain ball league Final circus preparations—music, costumes, animals, stunts Distribute circus posters Stories of inventors Preparation of playground newspaper	Complete arrangements for circus, including permission for parade Prepare records for awards and honors
TENTH	Circus Week	Playground parade and circus Distribution of playground awards and honors	Complete handcraft projects Complete all leagues and tournaments Publication of playground newspaper	Complete playground records and reports Check and turn in all playground supplies

the leaders, ages of the children who attend and character of the neighborhood. Unless the playgrounds have been operating for several years it is wise not to announce at the beginning of the season the program of special events for the entire summer. Make plan for the first three or four weeks before the opening day, but decide upon the features to be introduced in the program during the later part of the summer only after the workers have had an opportunity to learn the interests of the children and to study conditions in the neighborhood.

Program for Three Workers

The program presented on pages 182 and 183 suggests how a season's activities may be planned. A special title is given to each week. Under the heading "Feature Events" are listed the outstanding activities or features for the week, including the weekly evening program. Unusual activities of secondary importance or in preparation for a coming event are listed under "Special Activities." A fourth column lists some of the duties which the playground director should perform during the week in order to assure smooth operation of the total program. No provision is made for interplayground contests, leagues or tournaments, so if these were to be a part of the program, the program would need to be revised accordingly. Its operation does not require the assistance of special supervisors, if the workers on the playgrounds are qualified. It could be carried out on a playground with three workers. With only two workers some of the feature events would have to be eliminated.

Typical Programs

A few examples of summer playground schedules that have been worked out in different localities are presented here.

Leonia, New Jersey. A summer program is conducted at one centrally located playground in this small suburban community. Playground teams in baseball, softball and chess compete from time to time with teams from nearby communities and the Leonia playground is represented at county events such as the Yankee Field Day, Playground Championships and Playground Olympics. Otherwise the program consists of intra-playground activities and contests. Events scheduled regularly, such as a weekly evening movie program, are omitted from the list of activities that follows. Several of the activities scheduled during the first weeks of the summer were designed to select boys and girls to represent the playground in county-wide contests. Two directors, a man and a woman, conducted the program at morning and afternoon sessions and one evening each week. An attendant was on duty each evening, when

league softball games were played and informal activities carried on. The superintendent of recreation also gave much time to planning and supervision of the playground program. The variety of attractive activities that can be provided at a single playground in a small community is illustrated by this program of special events:

LEONIA RECREATION COMMISSION—SUMMER PLAYGROUND PROGRAM

First Week	
Registration	Select junior leaders
Safety poster contest	Organize leagues in softball, baseball, kickball, and volley ball
Register children for handcraft	Softball throw for accuracy
Softball throw for distance	
Chinning	
Second Week	
July Fourth celebration	Standing broad jump
Pet show and dog obedience demonstration	Volley ball serve for accuracy
Nature party	Hat show
Tether ball tournament	Select playground newspaper staff
Horseshoe tournament	Horseshoe throw for accuracy
Third Week	
Playground parade (costumes)	Bicycle parade
Scavenger hunt	Table tennis tournament
Paddle tennis tournament	Checker tournament
Foul shooting tournament	Horseshoes—doubles
Jacks tournament	
Basketball throw for distance (girls)	
Fourth Week	
Baby parade	Giants-Cardinals baseball game
Everybody's birthday party	Publish playground newspaper
Quoits tournament	
Hi-li contest	
Hopscotch tournament	
Fifth Week	
Hobby fair	Soap-bubble contest
Throwing baseball for distance	Roly-poly tournament
Hitting baseball for distance	Quiz programs
Throwing baseball for accuracy	Sand modeling contest
Circling bases for time (baseball)	Playground dance
Sixth Week	
Field day	Basket shooting in 30 seconds
Handball tournament	Penknife tournament
Rope jumping tournament	See-saw balancing contest
Ring tennis tournament	
Storytelling contest	
Seventh Week	Car naming contest
Doll parade	Yo-yo contest
Popularity contest	East Bergen Playground Championships
O'Leary contest	Father-and-son softball game
Whistling contest	

LEONIA RECREATION COMMISSION—SUMMER PLAYGROUND PROGRAM

Eighth Week	
Handcraft exhibit	Basket shooting at various distances
Chess tournament	Bounce ball contest
Ringer tournament	Playground Olympics
Treasure hunt	Tennis tournament
Ninth Week	
Treasure hunt	Publish playground newspaper
Amateur talent program	Distribute playground awards
Playground picnic and father-and-son softball game	Complete all projects
Football pass for distance	Complete all leagues and tournaments
Football punt for distance	Complete playground records and reports
Croquet tournament	

Tacoma, Washington. The summer program that follows lists in considerable detail the activities conducted on the twenty-five individual playgrounds as well as the inter-playground and city-wide events. Several unusual features are provided in Tacoma in addition to well-known favorites. Of special interest are the program suggestions to playground leaders and the references to specific publications containing detailed information concerning the scheduled activities. The fact that no inter-playground events are held until the fifth week indicates that attention is focused upon intra-playground activities during the early part of the playground season.

SUMMER PLAYGROUND PROGRAM, TACOMA, WASHINGTON

Metropolitan Park District — Recreation Commission — Tacoma School District

Inter-Playground and City-Wide Activities	Local Activities—Special Events for Your Playground	Other Suggested Activities
	First Week Play games Advertise softball and volley ball teams Creative dramatics Fishing pond Crafts Posters for bulletin board	Get acquainted with your neighborhood Recreation Association, Improvement Club, P. T. A. Tell boys and girls about free swim lessons at Stadium and Lincoln High School pools Safety club
	Second Week Creative dramatics—circus Costume parade and circus Four of July celebration Crafts—masks—paper mache—jointed wooden figures	Animal songs Animal stories Arrange inter-playground softball and volley ball games Volunteer leaders clubs

TACOMA RECREATION COMMISSION—SUMMER PLAYGROUND PROGRAM

	Third Week Creative dramatics — Globe Flight (a foreign theme) Bike hike (get permission of parents) Crafts — decorated textiles — magic carpet	Nature club Inspect apparatus daily Checker tournament
	Fourth Week Storytelling contest Beach trip (park beaches only)	Sand modeling Play new games
District storytelling contests, Wednesday, 2:00 P.M.	*Fifth Week* Creative dramatics—KTAC Mystery Radio Program (adventure stories) Wild West play day Crafts—gimp—etched glasses	Select your swim contestants (see 7th week) Action songs
City-wide storytelling contest, Wednesday, 2:00 P.M.	*Sixth Week* Creative dramatics — storybook diary (fairy stories) Vehicle parade Hopscotch tournament Crafts—lanterns	Play table games
Swimming meet, Wednesday, 1:30 P.M.	*Seventh Week* Creative dramatics—Indian smoke Carnival Crafts — lanterns, gypsy headscarves	Pot luck supper on playground with mothers and fathers
District lantern parades, Wednesday, 8:30 P.M.	*Eighth Week* Creative dramatics—comics alive Pet show Touch football teams Crafts—plaster paris pins	Advertise craft exhibit, last week Select volley ball team and contestants for city-wide contests next week
City-wide volley ball and Horseshoe tournaments, Wednesday, 2:00 P.M.	*Ninth Week* Creative dramatics—hobby house Hobby show Crafts—spatter painting	Publicize the "Magical Treasure Chest"
Magical treasure chest, Wednesday, 8:00 P.M. City-wide handicraft exhibit, Thursday, 1:00 P.M.	*Tenth Week* Preparation for "Magical Treasure Chest" Crafts — complete unfinished projects Farewell party with children and parents	

Evanston, Illinois. Many of the features in the summer program of Evanston's sixteen playgrounds are related to the themes selected for each week of the season. The program that follows lists the weekly themes, indicates some of the preparations for the feature events and includes the city-wide activities that afford the highlights of the summer. The influence of an event such as a city-wide festival upon the summer program and the extensive preparations needed to assure its success are illustrated here.

CITY OF EVANSTON—BUREAU OF RECREATION
Summer Playground Program—June 22 to August 29

Week and Designation	*Preparation*	*City-wide Events*
First "Let's Get Acquainted"	Registration Organize activities July Fourth preparation	Work on July Fourth Parade
Second "Independence"	Make costumes Secure floats Center interest on July Fourth and community night programs	July Fourth Parade Community-neighborhood night
Third "Western Days"	Hold local track and field day events Select story drama subject	Start athletic league schedules Cowboy and Indian rodeo Communtiy night
Fourth "Sports"	Free swim lessons Hikes to obtain nature museum materials Announcement of playground festival plans — "Story Book Ball"	City-wide track meet Community night Hobby and doll show
Fifth "Nature"	Continue story drama coaching Rehearse festival numbers	Women's all star softball game Nature trails—nature museums
Sixth "Drama"	Advertise pet show Continue stress on city-wide festival	City-wide story drama contest Community night
Seventh "Pet"	Special efforts and rehearsals of festival numbers	Men's all-star softball benefit game Community night
Eighth "Festival"	File sand modeling subject with office	City-wide festival—"Story Booy Ball"
Ninth "Water Sports"	Plan closing programs Center interest on city-wide play day and local playground honor night	Swim events and aquacade at Lakefront Sand modeling contest
Tenth "Honor"	Thirteen play centers will close Three will remain open File final reports, records and clearance papers, etc.	Annual play day Annual awarding and presentation of individual award letters and certificates Victory and farewell parties

CHAPTER XIII

Programs For Fall, Winter and Spring

Summer programs in many communities include a greater variety of activities and attract a larger number of participants and spectators than programs presented during other seasons. Many of the summer playground activities are carried on during other parts of the year but in planning for the fall, winter and spring seasons, consideration must be given to a number of conditions that do not prevail during the summer. The weather, hours of daylight, school attendance, and seasonal play habits and traditions of children and adults are factors that influence playground activities and that necessitate a different type of program during the fall, winter and spring.

YEAR-ROUND PROGRAMS

Approximately one-fourth of all the playgrounds conducted under leadership in the United States are open on a year-round basis. A large percentage of these playgrounds are in a few large cities and only about one-fifth of the communities operating playgrounds provide leadership and programs the year round. The number is growing, however, and it is increasingly recognized that play is essential not merely in the summer but throughout the year.

Characteristics

The year-round program differs in several respects from those conducted on a seasonal basis. Most playground activities in the

spring, summer and fall are carried on outdoors. So far as possible strenuous, active play should be carried on outdoors during the winter months also and full advantage taken of the special opportunities offered for ice and snow sports. Many kinds of play activity cannot be carried on outdoors in the winter, however, in most sections of the country; during the winter months indoor activities therefore predominate in year-round programs. Since indoor facilities are essential to a balanced program, the year-round playground must have a field house, clubhouse or recreation building, or it must adjoin a school building with suitable and available recreation facilities. Unless a playground has a heated building with such facilities, a satisfactory day-by-day program throughout the year is out of the question.

In view of the larger number of hours of active use at the year-round playground, a city is justified in spending more money for its development. Lights can be installed on game courts and general play areas, special surfacing can be laid to permit year-round play and additional play equipment provided.

Year-round playgrounds also differ from others in that they are usually conducted by people who are employed for full-time year-round service. Playgrounds carried on only during the summer, fall or spring are staffed primarily by part-time or seasonal workers who often regard such service as incidental to their chief occupation. Such workers are likely to change from year to year or from season to season, making a continuing program or a close relationship between children and leaders difficult to attain. Where the playground is the major concern of the director throughout the year, it receives his wholehearted attention. He comes to know the people of the neighborhood and their recreation interests, so he can develop a program designed to serve these interests and to meet their specific needs. As compared with the part-time worker he has more time to initiate and carry out projects and to devote his attention to special groups, thereby making possible a richer and more intensive program. He is also able to assure a close correlation between the indoor and outdoor activities throughout the year.

Greater emphasis upon participation by adults and youth is another characteristic of the year-round playground program, especially during the winter months. During the months the schools are in session, relatively few leaders are on duty during the morning and early afternoon hours, although in some cities a limited staff conducts activities for adults and for very young children during these hours. The late afternoon and evening are periods of greatest

activity. Since few children attend during the evening, programs for these hours are devoted primarily to activities for young people and adults. The playground thus becomes a recreation center for all ages rather than a place where only children play. This factor, like the others previously discussed, influences program planning and administration.

Content

The content of the year-round program differs in several respects from that conducted on a seasonal basis. In northern sections of the country it includes winter sports activities such as coasting, skating and snow games in great variety. Holidays such as Christmas, New Year's, Washington's and Lincoln's birthdays, Valentine's Day and others receive special attention. Christmas above all others affords opportunities for music, drama, games, arts and crafts, clubs for making and mending toys and other service activities. The long indoor season can be used to advantage for the organization of music, drama, arts and crafts, dancing and other groups. Social recreation, hobby and discussion groups are more conspicuous in year-round programs. Club organization, difficult to achieve in a brief period, can be accomplished successfully during the long indoor season. Feature events are developed around a natural or seasonal interest such as a holiday or a winter carnival. Inter-playground competition and a highly-organized athletic program can be carried on to advantage at year-round centers because a regular annual classification and registration of all participants can be made and kept up-to-date. Teams are formed which carry over their interest from one season to another. Because directors become well acquainted with the people who attend the playground, undesirable practices and problems of conduct are reduced to a minimum.

No examples of year-round programs are included in this chapter, but lists and schedules of activities conducted in several cities during the fall, spring and winter months appear in the pages that follow. They describe seasonal programs which together with the summer programs described in the preceding chapter afford a picture of the varied activities conducted at playgrounds during the twelve-month period.

Spring and Fall Programs

Playgrounds operated the year round, most of which are in the larger cities and have buildings that make possible a combined

indoor-outdoor program, naturally provide activities during the spring and fall months. Principles followed in planning summer programs generally apply in arranging activities for the spring and fall. Indoor activities have a larger place in these seasons, however, and evening programs during the fall and early spring are chiefly carried on indoors. Saturday is a more popular playground day during the school year than in the summer, and many special events are therefore scheduled on that day.

A marked tendency in recent years is for communities that formerly operated playgrounds during the summer months only to extend the season to include several weeks in the spring and fall. Programs are provided afternoons after school and all day Saturday during the spring months under leaders employed on a part-time basis. The range of activities which can be introduced is therefore more limited, the interest span is proportionately shorter, and projects involving long periods of preparation are not likely to be successful. Active games and sports usually predominate, because children who have been in school all day welcome activities which provide a change, but the interests of children who do not enjoy games and sports also need to be served. A full program of popular seasonal activities is often arranged for the spring vacation period. Consultation between the playground department and the school authorities with reference to activities for school children during the school year is desirable, in order that the playground program may supplement and not overlap or conflict with programs conducted by the schools outside school hours.

No suggested daily, weekly or seasonal programs for the spring, fall or winter are presented here, because widely different local conditions make it impracticable to do so. The representative seasonal programs described in this chapter contain many helpful suggestions for the playground director. A successful season is assured the worker who selects activities appropriate to his particular city or neighborhood, follows the planning principles outlined in Chapter XI and takes into account such local factors as climate, facilities available, personnel and interests while planning his playground program.

Spring Activities

Playground or no playground, a number of traditional activities make their appearance at the end of winter as regularly as spring itself. Children will play games without suggestions from adults, but the playground leader incorporates them in the spring program

and by organizing tournaments increases participation and gives the activities an added zest. These games and activities which find a place on the playground during the spring months include marbles, top spinning, rope jumping, jackstones, kite-making and flying and roller skating. Wagons, scooters and pushmobiles furnish lively contests. Spring holidays provide the theme for a variety of popular events. Easter is the time for egg hunts and egg rolling contests; Arbor Day, for planting trees and landscaping the playground; May Day for festivals, play days and track meets; and Memorial Day, for special celebrations. Music Week and Boys' Week are made the occasion for appropriate features. Interest in nature is keen in the spring and the resourceful leader creates many opportunities for instructive projects, including nature hikes, the making of bird houses and gardening. The low-organized games for the younger children, the team games such as softball and volley ball, and the individual games such as horseshoes and tennis regain their popularity as soon as weather and ground conditions make play possible. Hobby shows of various types are held where boys, girls and adults can exhibit collections they have made or articles they have created during the winter season. Treasure hunts, puppet shows and special events are often arranged for Saturday mornings.

Typical Spring Programs

The programs that follow describe the events conducted in the spring months on the playgrounds in three cities. The first one shows not only the special features but also the great variety of routine activities that are carried on.

Jacksonville, Florida. The spring program in this southern city includes activities that appeal to children, young people and adults. It comprises regular meetings of special interest clubs and leadership groups as well as leagues, tournaments and a wide range of recurring activities. Many events for girls are scheduled. The program that follows indicates the activities provided in one spring season.

SPECIAL ACTIVITIES Major Activities of Short Duration or Salient Events	*ROUTINE ACTIVITIES* Seasonal or Continuous Phases of the Program, Re-occuring Frequently
Week Ending March 20:	*Athletics*
Senior Basketball Tournament	Basketball Leagues
Short Course in Recreation by	Basketball Tournaments

University of Florida
Tri-County Track Meet
Teen Town Formal Dance
*Senior Social Recreation Corps
Model Plane Meeting

Week Ending March 27:
Outdoor Basketball Tournament
Intramural Long Rope Jump Tournament
Lee Relays
Annual Easter Egg Carnivals
*Teen Town Social Recreation Corps
Novice Control Line Meet
*Stage Crafters
*Arts and Crafts Club

Week Ending April 3:
Start Playground Registration
Organize Girls' Boundball Teams
*Miniature Race Car Club
City-Wide Long Rope Jump Tournament
Easter Song Service
Easter Sunrise Service

Week Ending April 10:
Start Girls' Boundball League
Miniature Race Car Run
Junior High School Softball Leagues
Elementary School Softball

Week Ending April 17:
Lee Invitation Track Meet
Playground Softball Leagues—Midget, Junior, Senior
Yo-Yo Championships
Intramural Marble Tournament
Control Line Speed Meet
Teen Town Formal Dance

Baseball
Softball
Volley Ball
Tennis

Craftwork
Model Autos
Model Planes
Model Boats
Bric-a-brac
Weaving
Plastics

Dramatics
Story Hours
Story Dramatization
Marionette Shows
Stage Crafters
Amateur Shows

Music and Rhythmics
Philharmonic Orchestra
Hill Billy Bands
Teen Town Dances
Square Dances
Social Dancing
Community Sings
John Rosamond Chorus

Services
Layouts for Play Areas
Recreation Leaders' Corps
Picnic Programs
Party Directions
Social Recreation Programs
Recreational Counsel
Talks about Leisure Use

Training
Staff Meetings
Short Courses
Audio-Visual Instruction
First Aid Classes
Sports Clinics
Recreation Institutes
Safety Classes
Police Physical Training

Week Ending April 24:
Softball Leagues—City, Sunday School, South Side, Commercial Recreation, Metropolitan
City-Wide Marble Tournament
Control Line Stunt and Scale Meet
School Boy Safety Patrol Track Meet

Week Ending May 1:
Regional Scholastic Track Meet

Week Ending May 8:
Girls Elementary Track Meet

Week Ending May 22:
Invitational High School Swim Meet
Boys' Junior High Track Meet

Week Ending May 29:
Organize *Journal* Midget Baseball Teams
County Open Swim Meet
Girls' Junior High Track Meet

Week Ending June 5:
Physical Fitness Pentathlon

Playgrounds - General
Registration
Bulletin Posting
Clean Up
Equipment Check
Equipment Issue
Volley Ball
Bound Ball
Tether Ball
Apparatus Play
Boxing
Shuffleboard
Paddle Tennis
Leaders' Corps Meeting
Athletic Badge Tests
Dart Baseball
Scrub Baseball
Club Meetings
Cork Ball
Jackstones
Rope Jumping
Inter-playground Leagues
Hopscotch
Marbles
Craftwork

Reading, Pennsylvania. The program in this city is composed primarily of outdoor contests, tournaments and special events. These are typical of activities that can be planned and conducted during brief after-school periods. A program of this sort can be carried on in a community where full-time playground directors are not available as they frequently are in cities with warmer climates and it fills the spring months with a variety of purposeful and challenging activities.

First Week
1. Organize volley ball and softball teams
2. Contact Parents' Playground Association
3. Play active games

* The items starred are scheduled throughout the season, most of them at two-week intervals.

Second Week	1.	Roller skating contests
	2.	Play paddle tennis
	3.	Conduct marble tournaments
Third Week	1.	National Music Week—encourage singing
	2.	Rope jumping contest
	3.	Run the bases tournament; softball pitching contest
Fourth Week	1.	Nature week—play nature games
	2.	Junior track meet
	3.	Hopscotch tournament
Fifth Week	1.	Wagon and scooter contests
	2.	Jackstones tournament
	3.	Dodgeball tournament
Sixth Week	1.	Memorial Day patriotic evening
	2.	Tug-of-war contest
	3.	Doll show
Seventh Week	1.	Family fun night
	2.	Stilt contest
	3.	Dress up show
Eighth Week	1.	Hold hobbly show
	2.	Fox hunt
	3.	O'Leary contest
Ninth Week	1.	Hold Flag Day exercises
	2.	Flower show
	3.	Bicycle rodeo
Tenth Week	1.	Scavenger hunt
	2.	Check supplies and equipment
	3.	Summer playgrounds open June 24

East Orange, New Jersey. The importance of advance preparation for special playground events is indicated by the calendar of special events which follows. The calendar places more emphasis upon the dates on which directors should start to organize the featured activities than upon the dates they are to be held. The schedule follows:

Monday, April 9.

Staff meetings afternoons and evenings during the week prior to opening date.

Monday, April 16.

Opening of playground season. Start supervisors and junior supervisors at 3:30 P. M. Playgrounds open evenings until dark.

Monday, April 16.

Start to organize men's municipal softball leagues for opening week of May 7. Play Mondays and Wednesdays, twilight.

Saturday, April 21.

Start to organize elementary school municipal baseball leagues for opening week of May 7. Play Mondays and Wednesdays, 4:00 P. M.

Saturday, April 21.

Start to organize fireplace supper for Tuesday, April 24.

Monday, April 23.

Playground open full time for one week to cover public school spring vacation.

Monday, April 23.

Start of baseball and softball games on office permit arrangement.

Thursday, April 26.

Start to organize "Playgrounds on Parade" for Tuesday, May 1.

Saturday, April 28.

Start to organize women's municipal softball league for Thursday, May 17 opening. Play Thursdays, twilight.

Saturday, May 5.

Start to organize marble tournament for Saturday, May 12 finals.

Saturday, May 12.

Start to organize fireplace supper for Tuesday, May 15.

Saturday, May 12.

Start to organize doll village May Festival for Saturday, May 19.

Saturday, May 19.

Start to organize Kiwanis field day for boys. Locals, May 26 and inter-playground, May 30.

Saturday, May 19.

Start to organize fireplace supper for Tuesday, May 22.

Saturday, May 26.

Local playground and field meets for Kiwanis field day on May 30.

Saturday, May 26.

Start to organize treasure hunt—little children—for Wednesday, May 30.

Wednesday, May 30.

East Orange Kiwanis Inter-playground field day finals—Elmwood.

Saturday, June 2

Start to organize hopscotch tournament. Finals Thursday, June 7.

Saturday, June 9.

Start to organize doll show and decorated doll carriage parade for Thursday, June 14.

Saturday, June 9.

Start to organize June festival at Oval for Thursday, June 26.

Monday, June 11.

Playgrounds open—1:30 P. M.

Monday, June 11.

Start to organize playground baseball leagues for opening week of June 25. Babe Ruth midgets play Wednesdays and Fridays 10:00 A. M. Juniors play Tuesdays and Thursdays 10:00 A. M. Seniors play Wednesdays 3:00 P. M.

Saturday, June 16.
Start to organize roly poly tournament for Thursday, June 21.
Monday, June 18.
Start to organize municipal tennis tournament for opening Monday, July 9.
Monday, June 18.
Start to organize tennis classes for beginners for opening week of July 2.
Wednesday, June 20.
Playgrounds open full time.

Fall Activities

The periods of outdoor after-school play are shorter in the fall than in the spring. Consequently the fall playground season lasts only a few weeks in most cities which do not have indoor facilities on their playgrounds. Fewer activities of a definitely seasonal nature make their annual appearance in the fall than in the spring. Two distinctive fall sports are football with its adaptations such as touch football and passing and kicking contests and soccer, around which several games have been developed. Field hockey, primarily an autumn sport, is growing in popularity. Low-organized games have a perpetual appeal and the featuring of a stunt or "game-of-the-week" affords an incentive for boys and girls to learn new games. The popularity of games such as volley ball, tennis and horseshoes carries over into the early fall months. Halloween affords an occasion for special events, including lantern making, window painting contests, parties and parades. Hiking, treasure hunts and nature study are popular. Dramatic, music and craft groups are organized at the centers providing indoor facilities.

Typical Fall Program

Cleveland, Ohio. Lively outdoor activities play a major part in the fall program on the playgrounds in Cleveland. The detailed list that follows includes many activities that can be conducted successfully in any community.

Week	*Scheduled Activities*	*Special Features*
First	Low-organized games: Beater goes round, pom-pom-pullaway, hand wrestle. Tin can stilt making Organize girls' leagues in hit pin baseball Organize boys' leagues in touch-tackle football	Reorganization of Safety Council

Second	Games: Trip tag, follow-the-leader, balance wrestle, leap frog relay. Making wooden stilts Girls' hit pin baseball Boys' touch-tackle football: forward pass contest	Hare and hound run
Third	Games: baste-the-boar, midnight, prisoner's base, spud. Oven building Cook craft Girls' bat ball Boys' touch-tackle football: punting contest	Stilts contest
Fourth	Games: Ball tag, top on the icebox, wand wrestle, chain tag Making Indian head dresses Girls' bat ball Boys' touch-tackle football: drop-kick contest	Cook out
Fifth	Games: Chinese tag, pinch-o, bombardment, flying Dutchman Fire by friction Girls' volley ball Boys' touch-tackle football: place kick contest	Indian campfire program
Sixth	Games: Duck-on-a-rock, two deep, caboose, cross tag Whittling Girls' volley ball Boys' touch-tackle football: inter-playground and district championships	Roping contest

Minneapolis, Minnesota. Nicollet field, one of the city's major playgrounds, has a combined outdoor and indoor program throughout the year. Unlike the preceding outline of fall activities, the program that follows is for a single center, quite similar to that of other year-round playgrounds in Minneapolis. It includes activities for children, youth and adults, comprises both indoor and outdoor events and illustrates how a full weekly afternoon and evening schedule can be worked out to serve both sexes in a diversified program where the playground has indoor facilities available. A number of unusual activities are included and distinctive names have been adopted for several of the participating groups. The program for the 1949 season follows:

MONDAYS

3:30 - 5:30—Boys' Cub Football
4:30 - 5:00—Boys' and Girls' Hot Pedal Club (Bicycle Club) - 10 to 15 years
4:00 - 5:15—Folk Dancing - open to boys and girls
6:30 - 9:30—Senior Men's Touch Football League
6:30 - 9:00—Midget Boys' Basketball League
6:30 - 7:30—Girls' Volley Ball League
7:30 - 9:15—Party Planners (Dance Club preparations)

TUESDAYS

1:30 - 3:30—Women's Neighborhood Craft Class
1:30 - 3:30—Tiny Tots (Preschool children's story and game class)
3:30 - 4:15—"I Made It" Club (Girls' craft club, 6 to 9 years)
4:15 - 5:15—Homecrafters (Girls' craft club, 10 to 13 years)
3:30 - 5:30—Boys' Cub Football
4:00 - 5:00—Little Terrors Club (Boys' active games, 6 to 10 years)
6:30 - 9:30—Cub, Midget, Junior Boys' Football
6:30 - 9:00—Junior Boys' Basketball League
7:00 - 8:30—Movie Nite (Educational films for boys and girls over 13 years)
6:30 - 7:45—Girls' Basketball League (Teen-age girls)
7:45 - 9:15—Friendship Club (Social craft club for girls, 14 to 17)

WEDNESDAYS

2:00 - 3:00—Tiny Tots
4:15 - 5:15—Rhythm Band (Smaller boys and girls)
3:30 - 5:00—Indian and Cowboy Club
3:30 - 5:30—Boys' Cub Football
4:00 - 5:00—Football All-American Club (Improvement tests in football)
6:30 - 9:00—Cub, Midget and Junior Football
6:30 - 9:30—Senior Men's Volley Ball League
6:30 - 7:45—Girls' Active Games (Teen-age girls)
7:45 - 9:15—Budget Club (Sewing club for older girls)

THURSDAYS

2:00 - 3:00—Tiny Tots
3:30 - 5:30—Tap Dancing—boys and girls, 4 to 12 years
3:00 - 5:30—VIP Club (Girls' volley ball)
3:30 - 5:30—Cub Football
4:00 - 5:00—Spot Shot Basketball (Beginning basketball for smaller boys)
6:30 - 9:00—Cub, Midget and Junior Football
6:30 - 9:30—Intermediate Boys' Basketball League
7:00 - 8:30—Outdoors Sportsmen's Club
6:30 - 7:45—Girls' Basketball
7:45 - 9:15—NAC Club (Girls' teen-age athletic club)

FRIDAYS

3:30 - 5:15—Host and Hostess Club
3:30 - 5:15—Nature Club. This group will take Saturday nature trips.
3:30 - 5:30—Cub Football
6:30 - 9:00—Cub, Midget and Junior Football
7:00 - 9:15—"789' Dance Club (Ballroom jute-box dancing for 7, 8, 9 grade school boys and girls)

SATURDAYS

10:00-12:00—Model Crafters (Boys' and girls' model and coping saw craft, especially planned to fit Boy Scout & Girl Scout needs)
10:00 - 2:00—Midget and Junior Football
12:30 - 2:00—Girl Scout Troop (Sponsored by Laidlaw American Legion Auxiliary Unit—open to neighborhood girls)
12:30 - 2:00—Baton Twirling—open to boys and girls of any age

Winter Programs

Indoor activities predominate in most playground programs during the winter months, although in cities with severe winters snow and ice games and other forms of outdoor play are promoted when weather conditions permit. Outdoor activities also play an important part in winter programs in southern cities where weather conditions permit such activities to be conducted the year round. Many indoor activities started during the fall are continued into the winter months, and most of the groups that meet during the late fall plan their programs to extend throughout the winter. The winter program at a center like Nicollet Field would include many of the features listed in the fall schedule (see page 200).

The Memphis Program

Few recreation departments issue as attractive, comprehensive and specific program suggestions for the use of the workers as does the Recreation Division of the Memphis, Tennessee, Park Commission. Its year-round program serves children, young people and adults and is widely known for the imagination and the spirit of adventure which characterize many of its activities. Outdoor playgrounds are regularly open under leadership from the early part of May until the middle of November; during the winter months most activities are carried on in playground, school and other buildings. The following information is adapted from bulletins issued by the Recreation Division.

A Weekly Playground Schedule. This schedule indicates the activities conducted each day of the week during the winter at Gaston playground, one of the chief year-round centers in Memphis. A varied program of this type can be carried on successfully only where there is a staff of competent leaders.

Monday

3:00 - 5:00	Boys' Basketball, Toy Shop, Rhythm Band, Mixed Game Room, Canteen Handicraft Class Girls' Dancing—Ballet and Tap
5:00 - 7:00	Free Play in Gymnasium—Basketball Practice
7:00 -10:00	Men's Basketball, Game Room, Canteen

Tuesday

2:00 - 3:00	Staff Meeting
3:00 - 5:00	Boys' Tumbling, Boxing, Toy Shop Senior Dramatics, Organized Athletics, Game Room
5:00 - 7:00	Free Play in Gymnasium Teen-Age Boys and Girls Practice Business Girls' Basketball Practice
7:00 -10:00	Millinery Class, Game Room, Club Night Women's Basketball and Volley Ball

Wednesday

3:00 - 5:00	Girls' Advanced Drum Corps Boys' Basketball, Boxing, Tumbling Game Room, Glee Club, Toy Shop
5:00 - 7:00	Free Play in Gymnasium
7:00 -10:00	Men's Basketball, Volley Ball Canteen, Game Room

Thursday

3:00 - 5:00	Toy Shop, Children's Dramatics, Canteen Game Room, Boys' Tumbling, Boxing, Basketball
4:00 - 5:00	Instruction in Table Tennis
5:00 - 7:00	Free Play in Gymnasium
7:00 -10:00	Mixed Game Room, Canteen Basketball, Volley Ball, Boxing

Friday

3:00 - 5:00	Storytelling, Toy Shop, Basketball Beginners' Drum Corps, Boys' Club, Canteen, Game Room
7:00 -10:00	Family Night—Community Program

Saturday

9:00 -12:00	Girls' Dancing—Ballet and Tap Toy Shop, Play Room, Game Room Boys' Basketball League—Boys' Bar Work Tumbling, Senior Dramatics
2:00 - 5:00	Free Play in Gymnasium, Toy Shop, Play Room Basketball, Ping Pong

Special Winter Events. Throughout the winter season, many special events are arranged to supplement the regular weekly schedule as outlined on page 202 for one of the Memphis centers. Some of these are city-wide events in which all the playgrounds participate, others are carried on independently at all centers, while many are arranged for a single center or for a single club or group. The schedule that follows, covering a five-month period beginning in November, lists many of the special events arranged for playground groups in Memphis. It does not include the weekly radio presentations by playground children, the productions by dramatic groups or many of the parties held by individual clubs. The program takes full advantage of the many winter holidays, utilizes a variety of unusual party themes, provides a balance between intra-center and city-wide contests and takes into account the interests of all ages. It suggests the great variety of interesting activities that can be carried on where suitable indoor facilities are available.

Week of November 1

Community centers open for fall and winter
Start playground turkey bowl football contest for boys
Opening of teen-age canteen for fall and winter season
Toy shops and play rooms open
Opening program—"Pandora's Box," Children's dramatic club
Start dancing classes
Annual turkey shoot

Week of November 8

"American Might on Parade." Playground boys and Recreation Girls' Drum Corps participating
Championship games in pee-wee football
Final games in parochial football
Final games in touch football leagues
Iris Garden Club meeting
Teen-age fall dance
First meeting, "Cook and Eat Club"
Weekly archery shoot
Parties for dancing classes

Week of November 15

Start championship play in adult touch football
Thanksgiving dances
Archery club attends Chattakoochee National forest deer hunt
Golden Age Club "Horn of Plenty" party
"Jack and Jill" party
Checker tournament for adults and children
Start sorority basketball league

Week of November 22

Archery club annual Thanksgiving banquet
End of playground turkey bowl football contests
Last outdoor shoot of season
"We Moderns" dance
"Autumn Leaf" shower
Thanksgiving dances
Treasure hunts at all centers

Week of November 29

Start men's and women's basketball leagues
Start boys' and girls' basketball leagues
City touch football championships
Teen-age canteen dances
South side boxing elimination
Golden Age Club "Nutcracker Party"
Civic club board meetings
Shuffleboard contests

Week of December 6

Start boys', girls' and adults' table tennis tournaments
All-day demonstration of easily-made Christmas decorations
Gymnasium athletic programs

Week of December 13

Recreation staff visits all centers to see Christmas decorations
Judging of Christmas windows and decorations at centers
Finish tennis table tournaments
Christmas celebrations and teen-age Christmas dances
Christmas carols
Club Christmas parties
Girls' O'Leary contest

Week of December 20

Party, "Christmas Magic," presented by center dancing classes
Recreation Girls' Drum Corps and Recreation Boys' Band
Children's Christmas party
Doll parties
Pool tournaments for boys

Week of December 27

Boys' boxing tournament
Doll and toy parties
Golden Age Club "1949 Bells" party
Holiday parties in all centers

Week of January 3

End of first half of men's basketball league play
Selection of themes for children's ball and children's parade at Cotton Carnival
Start fraternity basketball league
New Year "Resolution" Party
Puppet show
Junior club "Tacky" party
Business meeting of archery club
Opening of boys' and men's classes for building birdhouses and feeding stations

Week of January 10

Stephen C. Foster Day programs
Golden Gloves eliminations
Doll and toy parties

Week of January 17

Golden Gloves eliminations
Boys' invitational basketball tournament begins
Paddle tennis tournaments
Millinery classes open

Week of January 24

Elimination free throw tournament for boys, girls, men and women
Boys' invitational basketball tournament
Golden Age Club "Snow Flake" party

Week of January 31

Continue free throw tournaments
Tacky party

Week of January 7

Start Golden Gloves championship bouts
City-wide free throw tournaments
Teen-age Valentine dances
Valentine parties
Second half of sorority basketball league play begins
Birdhouse exhibits

Week of February 14

Valentines delivered to hospitals and institutions by center children
Final games in community center basketball leagues
George Washington party
Birdhouse dedications at all center grounds
Valentine parties

Week of February 21

Start men's basketball tournament of champions
Midwinter demonstrations of all center activities
Dress-up dance
Final games in fraternity basketball leagues
Golden Age Club "Looking Backwards" party
Domino eliminations in center game rooms
Opening of kite making classes .

Week of February 28

Start Spring activities in all community centers
Start women's mid-south basketball tournament
Men's basketball tournament of champions
Toy shop "Blow Party"—soap bubble and double bubble gum contest
Golden Age Club "Kite Party"
Kandy Klub "Visitors' Day"
Puppet show—Junior dramatic club

Week of March 7

Start men's mid-south basketball tournament
Men's and women's first softball meeting
Missouri Pacific glee club
Iris Garden Club meeting
"Hill Billy" party
Singing games party
Toy shop taffy pull party
Golden Age Club St. Patrick's party

Week of March 14

Kite contest at all playgrounds
Meetings preparatory to children's Cotton Carnival parade
Men's mid-south basketball semi-finals
First meeting of Municipal Baseball Association
St. Patrick's day parties
Dramatic program—older boys' club
Women's quilting club
Junior and intermediate boys' basketball tournament
Archery field range open for men

Week of March 21

Start of pee-wee boys' softball leagues
Men's and women's city-wide free throw tournament
City-wide boys' pee-wee basketball tournament
Field demonstration, umpires' school
Adult game room "Contact" contest
Dixie land canteen spring prom
Golden Age Club "Windy Party"
Closing dance for square dance group
Teen-age girls' basketball tournament

CHAPTER XIV

Organizing and Conducting Activities

A beginning playground leader may be convinced of the importance of building the play program on the natural interests of children, but he may not know how to discover these interests. He may recognize the value of athletic leagues but not know how to start one on a playground. He may be an expert in building model boats but be at a loss to know how to interest boys and girls in constructing ship models. The following discussion attempts to answer some of the questions that arise in starting and conducting playground activities and gives suggestions for putting into practice some of the theories and principles of play leadership dealt with in preceding chapters.

These suggestions do not outline a complete step-by-step procedure for organizing a playground program. Standard rules can be formulated for taking care of equipment and supplies and for certain other phases of playground management, but specific procedures cannot be universally applied in conducting activities or dealing with children. Children are too variable, playgrounds are too different, and the personalities of leaders are too dissimilar. Individual leaders must work out their own methods. It will help, however, to know the situations leaders are likely to encounter and the experience of others in dealing successfully with them. The suggestions in this chapter are based on successful practice and are offered not as an inflexible code of conduct or guarantee of success, but as a guide to beginners which may help them with the more common difficulties they will meet.

Opening Day

The discussion may well start with opening day on a hypothetical playground. It is assumed that the playground serves primarily children from six to sixteen, is adequate in size and is well equipped. The two directors, a man and a woman, are well trained but have had little practical experience and they are in charge of the playground for the first time. (Actually it is desirable to have on each playground at least one leader who has worked on it previously and is therefore familiar with the playground and its neighborhood.)

The opening day on any playground is "get-acquainted" day for the new staff. In any event before the playground is opened the director and his assistant should get acquainted with the playground, become familiar with its equipment, facilities and supplies and make sure that the grounds and apparatus are in good condition. Specific suggestions for such procedures are given in Chapter XXIV. Until they have discovered who's who among the children and have established a friendly relationship with them, the directors cannot plan a program intelligently or conduct activities with success. Inexperienced directors sometimes make the mistake of being too eager to start activities on the first day or too obviously intent on "lining things up" for the season. The program will develop naturally and more soundly if the staff first creates a friendly relationship with the children and then keeps on the alert for any wishes or interests they express.

When they enter the playground on the first day, the directors will therefore want to spend a little time "getting the feel" of the playground. Some of the children who are curious to meet the new directors may gather around them, ask them questions about themselves and about the plans for the coming summer. This will give them an excellent opportunity to start a conversation and to open up a discussion of activities that would be popular; otherwise the male director might casually wander over to the groups of boys on the playground and start to chat informally with them. The other director would likewise become acquainted with the girls and very young children. The directors should be careful not to dominate the conversation or patronize the children. The response to the directors is warmer if they treat the children not as "pupils" but as new boy and girl acquaintances with whom plans for a happy summer are to be worked out together.

A beginning director will have some qualms about this first day. He may wonder if there are going to be any children on the play-

ground when he gets there; if they are going to like him; what he will do if they do not and what he should start talking about. He may reassure himself with the knowledge that children have an effective "grapevine" system. On every playground there are usually a few loyal stand-bys who know when a new director is coming, who he is and where he has gone to college. Occasionally a new director may arrive on the playground the first day and find that the children are indifferent to his presence but this is the exception rather than the rule. Ordinarily the children are eager to meet him, size him up and to get to know him. They may seem disinterested because they are shy, but if the director makes any overtures of friendliness they are usually quick to respond.

After getting their bearings and talking with the children, the directors soon create an opportunity to ask the children if they would like to play a game of some kind. As a rule they will be eager to participate if a game familiar to most boys and girls is suggested. One director, for example, may start a game of softball for the older boys and a game of volley ball for the older girls. The other leader may lead the younger children in a favorite low-organized game, which may be followed by a story. Since the leaders are interested chiefly in getting acquainted with the children on this first day it is generally a good idea for them to take part in the games. In doing so they can learn which children play well, what their attitude is toward one another during the game and who the boy and girl leaders seem to be. After the game is under way, the leaders might drop out and stand on the sidelines where they have a chance to observe the children in action.

The director should use an appropriate moment during each period of the opening day to welcome all children to the playground, make brief announcements as to daily schedules and forthcoming events, call attention briefly to playground rules, tell the children of groups to be formed and urge them to read the bulletin board daily. Most important, he should instill in the boys and girls a sense of pride in the playground and of sharing in the responsibility for its success. Children are asked to register on the opening day on some playgrounds; on others, registration does not start until the following day.

Preliminary Organization

The director's major concern is to interest the children in returning to the playground the next day and the day after, and to induce

other children to attend regularly. When the older boys and girls have finished their first game the director might ask the players how they would like to organize a preseason or "peanut" league. Ordinarily the boys and girls will be quite enthusiastic to form teams and if more children are needed they will make it their business to spread the news in the neighborhood and bring new recruits to the playground the following day.

Informal Leagues

A playground director who has had considerable success in organizing activities finds that a preseason league in baseball or a similar game is one of the best means of starting the playground program and of getting older children to come to the playground at the very beginning of the season. This first league should be an informal one. The director must be careful not to commit himself to promises to which he will have to adhere for any length of time, for he is not yet in a position to know the playground or the children as well as he should in order to organize activities on a permanent basis. He organizes the first league on a block or street basis, because the most natural play group usually exists around a neighborhood, block or street. It consists of boys and girls who are already friends, who go to school together and who play their own games during the evening or when the playground is closed. Often a feeling of rivalry exists between groups on adjoining streets. This rivalry may be friendly or antagonistic. If adjoining neighborhood groups are friendly, and the leader can sense readily whether they are or not, the boys and girls will be only too eager to engage in competition on a neighborhood basis. If a strong feeling of antagonism exists between these groups it may be better not to organize a league on this basis, for organized competition may only sharpen the resentment. The league itself might still be a good idea, but to avoid any possible difficulty so early in the season, some other plan of organization is desirable.

If there are not enough boys to form a softball league of three or four teams, substitute some other game, such as one o'cat, kick ball or shinny, which do not require a stated number of players. The informal league idea is still good, however, for it gives the children something definite to come to the playground for, and puts on them the responsibility for getting other players for their team.

Organization of challenge tournaments in such popular activities

as handball, horseshoes, hopscotch and paddle tennis is another simple and effective means of launching these activities. Only a few simple rules need to be adopted, after which the boys and girls can carry on the tournaments with little help from the paid leaders. Tournaments of this type afford an indication as to the popularity of various activities and as to the relative skill of the players, and therefore guide the director in making his plans for the playground season.

Young Children's Activities

While one director first gives attention to the older boys and girls, the other should devote time primarily to the young children. Getting acquainted with this group presents little difficulty, for young children are quick to appreciate gestures of friendliness and expressions of interest in their activities. By commenting on their sand or apparatus play or saying the magic words, "Let's play," a leader can unfailingly gather around him a nucleus for practically any activity he wants to start for this age group.

On the first day or two, unless the program has been advertised widely, the director may find that the number of children under 9 to 10 years present on the playground is small. If he does he will probably want to take steps to attract other children of this age to the playground. Any activity especially suited to young children and dramatic in its appeal will accomplish this purpose. A doll show or a costume parade attracts children and requires little formal advertising. The news that the playground is going to have a parade or a show of some kind seems to spread through the neighborhood like wildfire. As the preparations for it progress, more and more children make their appearance on the playground.

Special events conducted during the first week must be easy to organize, because of the little time available for preparations. They should be planned with care, however, for in the activities which precede the event, such as making posters and preparing simple costumes, the leader has the opportunity to know the newcomers personally, and children get the taste of a day-to-day program which makes them want to return even after the special affair has taken place.

An inexperienced leader may wonder why so much stress is put on attracting children to the playground and on advertising the program. He may feel that if the playground is in operation year after year, the children will come to it automatically when school

closes. It may not be necessary to advertise so fully a playground which is open during the year or during the spring and fall as well as in the summer or to devote so much attention to getting acquainted with the children during the first week of the season. But where playgrounds are open only during the summer months and are not located on school grounds children may not use them regularly during the school year. As mentioned earlier, some old "stand-bys" can be counted on to return year after year, but a majority of the children need a reminder that the playground is open and that interesting and exciting events are taking place which they cannot afford to miss.

Formal Organization

After the preliminaries of the first few days, the director must make plans for organizing a diversified play program for the season, if this has not already been done by the superintendent or supervisor. As pointed out in previous chapters, the playground should offer a rich variety of activities for children from 6 to 16 and the program should include games and songs, dances, arts and crafts and drama. On a playground serving from 50 to 400 children, where only two directors are present, this is not possible, unless many of the activities are self-directed or are carried on under the leadership of volunteers or by responsible boys and girls. If the director coaches the softball teams and umpires all the softball games he will have no time to develop other activities and his program will be top heavy with a single sport. If he spends all his time teaching boys to make model boats he will discover that the boys who want to play baseball have gone elsewhere. The female director likewise must divide her time between several groups if a well-balanced program is to result.

Routine Activities

A playground director cannot supervise personally and continuously each activity for which he is responsible. His chief function as a leader is to discover interests, start activities and encourage participation, but as soon as activities are under way he must withdraw in order to give his attention to other individuals and groups on the playground. Some groups will be able to continue under their own direction; for others the director will have to enlist capable boy and girl leaders. In a few cases he must give considerable

time to the group or activity if it is to be successful. The opportunity which the playground affords for children to carry out their own play projects in a safe, attractive environment is one of its greatest contributions to a happy, constructive play experience, and to create such an environment is evidence of ability on the part of a leader.

Certain duties such as teaching folk dances, crafts or model aircraft, leading a rhythm band or leading a nature hike require special talents on the part of the leader. Before starting such activities the director should make certain that paid or volunteer leaders are available who are capable and willing to assume responsibility for carrying them on. The director can recruit leaders informally for many of the day-to-day activities. Older boys and girls are complimented to have the leader say, "Johnny, you're a pretty good athlete. How about teaching those little boys how to play kick ball?" Or, "Betty, wouldn't you like to play Farmer in the Dell or London Bridge with these little boys and girls?" More often a definite plan or schedule for junior leadership is worked out with the members of a junior leaders' group. The director sometimes starts the game himself and then asks one of the capable boys or girls in the group or on the sidelines to continue while the director does something else. In withdrawing from the game the director does not completely transfer responsibility to the boy or girl whom he leaves in charge, for he must keep his eye on the game so that he can take charge quickly if interest wanes and the junior leader is not skillful enough to change to another activity. He also keeps on the alert for difficulties which might arise between players or between the players and the leader.

Singing games, simple relay races and some of the simpler team games can be handled by recruiting leaders in this way. The children will play certain traditional group games under their own direction, if the leader starts the activity or encourages the children to take part in it. Among such games are prisoner's base, hats on deck and stealing sticks. Games with simple rules like checkers, box hockey, roller skate hockey, paddle tennis, ring tennis, bull board and ring toss will be played by the children without direction, if equipment is provided. Children also play of their own accord jackstones, hopscotch, marbles and mumblety-peg, although occasional tournaments and contests in these games add spice and novelty and help sustain interest. In order that the playground program may have variety and the children, a chance to develop the imaginativeness and resourcefulness that come from playing their own

games, the director will want to provide equipment and opportunity for many of these activities.

Athletic Leagues

The chief magnet that attracts most older boys to the playground is the program of team sports, and unless a playground offers such a program, few teen-age boys are likely to attend it. Volley ball, softball and soccer also appeal to many of the older girls. These games can be played informally by pick-up teams, and various modifications can be made when only a few players are present. Successful competition in them, however, demands the formation of leagues composed of fairly matched teams, a schedule of games and assignment of game facilities at specific times for practice, instruction and match play. A set of rules needs to be worked out governing the organization of teams and leagues and the competition between them. Girls usually need more encouragement than boys to engage regularly in team sports.

League play is of two types: intra-playground and inter-playground. Major emphasis should be laid on the former type as it assures wider participation, does not require travel between playgrounds, simplifies problems of supervision and emphasizes sports-for-all rather than championship play. Play among teams organized at the same playground comprises a much larger part of the program than competition between representative teams. One of the chief functions of the playground director is to enlist the interest of a sufficient number of players of comparable ability to be able to form several teams that will be able to play through a round robin league schedule. If for some reason he is unable to accomplish this, but a group on the playground wishes to engage in the activity, the alternative is to form a representative team to compete with teams from other playgrounds or outside groups. Arrangement of inter-playground competition is optional with the directors in some cities, but the development of a strong intramural program is a primary objective in every community. Intra-playground competition, properly handled can be used to stimulate interest and participation in intramural activities. The success of the program is measured by the number of boys and girls who have an opportunity to play on a team—not on the record of a winning playground team.

Intra-Playground Leagues. Procedure in organizing a league varies with the local situation. In a city where the program has been

conducted over a period of years the records indicate the degree of interest in various sports, the types of teams and leagues participating and the basis used for classifying players. To start a new program, however, call together all boys or girls who are interested in a team game, announce through every suitable medium that such a meeting is to be held, and determine the possibilities of forming one or more leagues. A preseason league, in such a situation, helps in launching the project. The number and ages of the individuals responding and the amount of interest shown determine the feasibility of organizing leagues in the sport and suggest a suitable classification plan. Record the names and ages and post names on the bulletin board as a means of enlisting the interest of additional players. At least four teams are necessary for satisfactory round robin play. Teams are organized in two or more classes, on most playgrounds, with age as the most common basis for classification.

Actual organization of the team is achieved in different ways. Some playground directors prefer to select the team captains from the most reliable boys; they feel it is unwise to leave the choice to the children, who sometimes select popular but irresponsible captains. The team captains may be left free to select the members of their team as they wish, or after drawing for order of choice, they may select players for each position in turn. For example if there are four captains, Number 1 is given first choice of a pitcher, Number 2, second choice, and so on. In the selection of a catcher, Number 2 may get the first choice, or the original order may be reversed, with Number 4 choosing first, Number 3, second, and so on. By alternating choices in this manner, teams are usually evenly matched. In any case postpone organization of teams and leagues until at least the second week of the playground season. This gives the boys a chance to "talk up" the league and enroll new recruits. During the first week play informal pick-up games, start practice periods and get acquainted with the children.

Some leaders favor the formation of teams around natural or existing groups, such as neighborhood gangs, a scout troop or a Sunday school class. They believe that the cohesive loyalty of the members of the team tends to keep them together, even though the team may not be in the winning column. In case such a group does not have a sufficient number of players to form a team, assign "unattached" boys or girls to complete the roster. In some cities boys or girls who are enrolled in college or who have won a school letter

in a particular sport are ineligible to play on a team in intra-playground competition in that sport.

Conditions in many playground neighborhoods during the summer require more flexibility in rules and policies than would be necessary during other seasons. A large turnover can be expected because of family vacations and outings, making it desirable to permit large team rosters and to limit a round robin schedule to a fairly short period. Two games a week are commonly scheduled for each team. Because the leaders cannot give continuous supervision to the games, chief responsibility for serving as officials and for settling disputes should be put on the children themselves. A board of arbitration is sometimes formed, composed of the managers or representatives chosen by each team, which meets regularly to rule on protests, arbitrate disputes and settle other league problems. Competent adults are often used as volunteer officials, and older boys and girls are trained to officiate in many instances.

A championship tournament among the winning teams on the individual playgrounds is usually arranged as a climax to the season. In a large city it may be necessary to conduct district tournaments, with the winners later competing for city honors. The formation of all-star playground teams for competition in the city championships is sometimes permitted, but it is customary to limit entries to the winning teams in intra-playground leagues of four or more teams each.

The following rules governing intra-playground competition are typical:

1. Participation is restricted to individuals who meet the eligibility requirements for the particular league, as to age, weight, etc. Boys or girls may play in a higher division than their classification but they cannot play in more than one division in a sport.

2. A boy or girl may not play on more than one team in a particular sport.

3. Each team must furnish a complete roster of players, bearing the signature of each player, his address, phone number and date of birth.

4. All league games may be forfeited by a team if any of its players is found guilty of dual registration, playing under an assumed name or in an unauthorized division.

5. Changes or additions in a team roster must be made before the league game in which they are to take effect and must be reported by the team captain.

6. A complete team must be ready for play at the time a game is scheduled. Twenty minutes is allowed before a game is forfeited for failure of team to appear or to have complete team present.

7. Opposing managers or captains must agree on ground rules before play starts. The home team or choice of a goal is often determined by the flip of a coin.

The most common types of intra-playground leagues are softball, volley ball and touch football for boys and softball, volley ball and kick ball for girls.

Inter-Playground Leagues. Competition between representative playground teams is a part of the program in most communities. This enables boys and girls who excel in games to engage in a faster type of play than is usually found in the intra-playground leagues. Occasional games can be arranged by directors between teams representing their playgrounds, but organization of inter-playground leagues and tournaments assures wider and continuous play throughout the season. Because inter-playground competition necessitates travel by playground teams and cooperation between directors, the organization and conduct of an inter-playground league entail greater problems than competition on a single playground. Some of the problems are considered at length in Chapter XXIV.

The organization and supervision of the formal district or city-wide competition among playgrounds are the responsibility of the superintendent of recreation or the supervisor of playgrounds. To minimize the distance teams are required to travel, the city is usually divided into geographical districts comprising four or more playgrounds each, and play is restricted to teams representing playgrounds within the district. Rules governing competition are often submitted by the department to all playground directors, but they are sometimes drawn up by committees of directors appointed for various sports. Seasonal sports in which inter-playground leagues are common are softball, touch football, ice hockey, volley ball and basketball.

Regulations vary from city to city with respect to whether the playground director or leader should accompany a team when it plays on another ground. Paid leaders do not generally go with a team to other playgrounds, because they are needed at the home grounds. Older boys or girls do not need a chaperon, especially if the other playground is within walking distance, but arrangements should always be made for a qualified young person or adult to accompany a team of elementary or junior high school age when it

travels to another playground and back to the home grounds at the end of the contest. Clear regulations governing play, carefully drawn schedules, thorough instruction of leaders, team captains and managers as to their duties and responsibilities, and insistence on proper conduct by players and "rooters" largely eliminate the need for paid workers to accompany their teams. In case such procedure seems desirable, two or more teams from the same playgrounds might compete at the same time, thus reducing the number of hours the leader must be absent from his playground.

Officiating at inter-playground games is handled in different ways, depending in part upon the conditions under which the game is played. Each playground director often furnishes an umpire at games arranged by the two directors; these officials may be either older boys or girls or adults whose competence has been demonstrated. The recreation department frequently furnishes and pays the umpires for all inter-playground games scheduled as a part of the district or city-wide program, although in some cities the home playground must provide the umpire. Playground directors sometimes serve as officials, although this practice is not generally approved. Junior leaders are trained to serve as scorers and as umpires for junior teams.

In cities where all playground teams of a certain class are entered in a single league, the winner is determined on the basis of round robin play. Where competition is on a district basis, winners of district championships meet in an elimination series in which the city-wide champion is determined.

The rules governing intra-playground leagues presented earlier in the chapter apply in general to inter-playground competition. Additional items besides the question of furnishing umpires include the following: [1]

1. A player must be a regular participant at the playground he represents.

2. After playing with a team in a regular scheduled inter-playground game, a player cannot transfer to another playground team in the same sport during the season.

3. Games are played as scheduled unless forfeited or postponed because of rain. All postponed games must be played within one week and the two directors concerned make the arrangements.

[1] For a comprehensive discussion of league organization and operation see *Community Sports and Athletics*, prepared by the National Recreation Association, 1949.

4. The playground director in charge of the ground where the game is scheduled is responsible for having the playing area in good condition and also for furnishing all necessary equipment for the game. (In some cities teams are not permitted to take bats, balls and other playground supplies with them to another ground.)

6. A team that forfeits more than two games is suspended from the league.

6. Unless officials have been assigned for the game, the leaders of the two teams agree as to the officials before the game starts and thereafter abide by their decisions.

7. All protests must be filed in writing within twenty-four hours. The only basis for filing a protest is in relation to interpretation of the rules or eligibility of a player.

8. Captains or managers check the score before it is turned over to the "home" director who is responsible for reporting it to the department office.

Special rules are usually adopted relating to the completion of a game. In softball, for example, it is customary for junior girls' or midget boys' teams to play only five innings. If at the end of the third or fourth inning, one team has a long lead—ten to twenty runs—the game is stopped and this team is declared the winner. This rule may be applied to older teams at the end of the fifth inning. Rules sometimes indicate that no changes in the team roster may be made after half the schedule has been completed; that men may not serve as officials for girls' games; that only the playground leader, a member of the team or a person appointed or approved by the director of the playground may coach. Sometimes no girls' or women's playground team is permitted to participate in any game or league not sponsored by the local recreation department.

Instruction

A discussion of league organization naturally brings up the question of coaching and instruction on the playground. Because of his many responsibilities a playground director is limited in what he can do personally to coach individual players in athletic games, or to instruct boys and girls in other activities. Yet the development of skills is one of the fundamental objectives of a play program, and leaders should help boys and girls acquire skills in recreation activities. This problem is partially solved in systems where special instructors in crafts, tennis, dancing and music are regularly assigned for periods of duty at the individual playgrounds or where

children are enrolled in tennis classes, baseball clinics and other instruction groups that are increasingly available. Instruction must be furnished chiefly by the director and his assistants in most cities, but boy and girl leaders can assist the director a great deal in teaching the younger or less experienced children. One of the directors often takes a group for an instruction or coaching period while the other generally supervises the playground. For example, when he is starting softball, he shows a player who is having difficulty how to hold a bat correctly. In starting a crafts class he demonstrates the correct way of handling tools. During periods when attendance is low, he can give a group special instruction, or can coach the younger boys in game skills or athletic events.

What should a leader do when the children in a group he is leading ask to play a game he doesn't know? Will he lose prestige if he admits his ignorance of the game? Should he suggest another in its place? This problem is bound to arise with experienced as well as inexperienced leaders.

No individual can be expected to be personally skilled in all the activities included in a playground program. If the director's prestige is well established he will not lose his status with the group if he admits he does not know the game. Instead of suggesting another in its place, he might ask the boy or girl who mentioned it to teach it to the group. The child may need the leader's assistance, but he may be able to explain the activity well enough for the group to follow his directions. Handling the situation in this way gives the child an opportunity to gain experience in group leadership and at the same time the worker increases his repertoire of play activities by learning new ones from the children. In case the child does not know how to play the game, the leader can promise to find out about the game and teach it to the group another day.

Non-Athletic Activities

The athletic program appeals to large numbers of children, but the games will not keep them occupied during the entire day. If league games are played in the morning, the boys and girls will be free for other activities in the afternoon. Facilities such as the ball diamond and volley ball court cannot accommodate at one time all the children who come to the playground, so other activities must be provided for the boys and girls who are awaiting their turn to use them. Still other children are not at all interested in athletic

competition and it is important not to neglect other phases of the program. From the very beginning of the season the director therefore needs to augment the game program by organizing other types of play activities such as crafts, music, drama, folk dancing and storytelling.

One of the most effective ways of creating an interest in a craft activity is for the leader to work on a project himself. If he is seen to be working on a model airplane or boat, making a whistle or building a birdhouse, some of the children are almost sure to gather around, asking questions or permission to try a similar project themselves. If the director anticipates this interest and provides additional materials and tools, the children will soon be engrossed in their own creations.

Another way of developing the children's interest in making things is to suggest activities or contests requiring equipment which can be made on the playground—a stilt or scooter contest, doll fashion show, lantern parade, model yacht race or model airplane tournament. Handcraft exhibits and demonstrations in midseason or at the end of the summer heighten the interest in crafts and give the children an opportunity to display the things they have made on the playground.

In introducing some of the arts and crafts requiring special skills, the director may have to depend on adult volunteers or individual boys and girls who are particularly adept in them. If he discovers a person who has unusual skill in an activity suitable for the playground—a boy who makes masks as a hobby, or a girl who does beautiful clay-modeling—he may invite this person to bring some of his projects to the playground and work on them there. This is certain to bring the project to the attention of the other children. If any seem interested, the leader can suggest that they form a club under the leadership of the individual who introduced it to the playground.

Interest in music activities can sometimes be created by having the children make their own instruments, such as shepherd's pipes of bamboo, which produce music of a delightful flutelike quality, or instruments for rhythm bands, all of which are inexpensive and easy to make. Or if the director brings a harmonica to the playground and starts playing tunes, the children who have instruments will be encouraged to bring theirs. In case the director discovers that some of the children are interested in a vocal or instrumental group he may be able to find a qualified adult who will serve as leader.

Other popular music activities on the playground are singing games, folk dancing, "acting out" ballads, informal singing and listening to music. A victrola or piano can be used to develop interest in these activities but even without instruments there can be music on the playground. Young children love singing games and need little encouragement to play them and if the director knows songs children like and is enthusiastic about them, he will find many occasions for spontaneous singing. Children especially like to sing or "act out" ballads following a story hour or in shady places during the hot periods of the day.

Probably the simplest way of introducing formal drama on the playground is through the story hour. At this time the leader reads a play or tells a story on which a play has been based. Then he discusses it with the children and asks them if they would like to present the play. If the response is favorable, casts are chosen and plays are made for the production. The dramatization of stories is a fascinating activity in which originality and imagination are fostered because the development of the plot, lines, characterization and production is worked out by the children themselves under the guidance of the leader.

Informal dramatization or play-acting is a part of all play activities of young children and frequently all the children need for their play-acting is a quiet corner with some dress-up clothes. But the greatest encouragement a leader can give to this spontaneous play-acting is to provide the children with rich and varied play experiences. Children will dramatize without the play leader's direction, but sometimes the leader can make this play-acting more significant by helping the children crystallize their personal experiences so that they can dramatize more freely and more completely. For instance, if a group of children are playing "train," the play leader might tell them interesting things about trains they do not know. He might even take them to see one, or arrange for playground mothers to accompany the children on a trip where they can see trains of different kinds.

The director will be helped in organizing all forms of play if he remembers that children are great imitators, that they respond readily to informal suggestions offered in a friendly spirit, and that they have great curiosity and are eager to try things if only they have the opportunity. The director who wins the respect and confidence of the children on the playground and then remembers these things will have little difficulty in organizing a varied play program and sustaining interest in it.

CHAPTER XV

Administrative Controls

Well-designed areas, competent leaders and a diversified, attractive program are three essentials to a successful playground system, but another factor, management, is also necessary. Properties must be acquired and developed, leaders must be selected and paid, policies relating to program and the operation of areas must be determined, and funds for meeting playground expenses must be secured and administered. These functions can be performed only as an individual citizen, public official, private group or governmental agency has the authority and responsibility for doing so. Many problems arise in the management of a single playground or of a playground system, and the effectiveness of playground service depends in large measure upon the manner in which they are handled by the playground authorities. Several of these problems will be considered in the chapters which follow.

In the early days of the play movement, many playgrounds were established, financed and conducted through the efforts of individuals and private associations. As the movement spread and the value of playgrounds became widely recognized, local governmental agencies increasingly assumed the responsibility for financing and operating them. Private playground agencies still function in some communities, but most playgrounds today are under some form of local governmental support, operation and control. Private support is occasionally necessary in localities where the value of playgrounds is questioned or where public funds for their support are not available, but the provision of playgrounds is almost universally

accepted today as an important function of local government. Playgrounds under public auspices are to be found in localities in each of the forty-eight states.

Legal Authority

Many of the first playgrounds in the United States were established by local officials under authority granted through the general welfare or police powers in state constitutions and local charters. With the growth of the movement and the demand for more playgrounds, the need for specific legislation authorizing localities to provide and operate playgrounds became increasingly apparent. Local officials were hesitant to spend tax funds for playgrounds without special authorization to do so. Consequently playground groups turned to the state legislature for appropriate action.

State Legislation

During the first two decades after 1900 a vast amount of state legislation was passed authorizing localities to acquire and improve playgrounds and to conduct a playground program. Many of these laws applied only to park authorities, others related to schools alone, while some of them were special laws relating to a single locality. More recently the recreation enabling act has been devised, which in one form or another has been passed in 34 states. The profound influence of the enabling act upon the development of playgrounds and community recreation programs and its widespread application justify a more detailed consideration of this type of legislation.

The enabling act grants to each municipality the right to conduct a broad recreation program including playgrounds under any form of organization of the local government which the municipality considers most effective. It provides for home rule and makes unnecessary special recreation legislation applicable only to school, park or recreation boards or to other city departments. The acts vary in detail but many of them contain the authority a locality needs to conduct a successful playground program.

The important provisions applicable to playgrounds commonly found in such laws follow:

1. They apply to all cities, towns, villages, counties, school districts and other local governmental units and combinations thereof.

2. The governing bodies of such political units may dedicate and set aside lands and buildings for recreation use.
3. These governing bodies have the power to acquire and to spend the money for lands and buildings for recreation use.
4. Bonds may be voted for the acquisition of recreation lands, buildings and facilities.
5. Playgrounds may be established, operated and maintained and a program of activities carried on, with appropriated funds.
6. The governing body may vest the power to provide, maintain and operate playgrounds in the school board, park board or other existing body or in a separate recreation board or commission.
7. They specify the number of members, term of office and manner of appointment of the recreation board or commission.
8. The body so vested (under item 6) shall have the power to conduct a recreation program and to employ professional leadership for this purpose.
9. The body has the power to accept gifts of money, real estate or other property for playground purposes.
10. The body has the power to use the facilities of other authorities such as school and park boards and districts.
11. A referendum on the establishment of a recreation program under leadership and on the levy of a special millage tax for the support of the program may be provided.

Local Legislation

Playgrounds are conducted without specific legal authorization in some cities, usually as a part of the service rendered by the schools, the park board or some other department. Local legislation, however, usually provides the basis for playground work. It takes the form of a charter provision in localities using general home rule powers; where action is based upon specific powers granted by state enabling legislation, an ordinance or resolution is passed by the city council or other governing body. Since provisions in the city charter are often general and brief, they may need to be implemented by ordinances. Local charter provisions and ordinances relating to playgrounds differ widely, depending in part upon the form of managing authority they establish and the powers vested in it. Ordinances based upon state laws or local charters must be related to such legislation and conform to its provisions.

Because enabling acts passed in a majority of the states provide for the creation of a recreation commission and because the recrea-

tion commission is the predominating form of managing authority for playground systems, a suggested ordinance for the creation of a commission is presented here. It indicates the powers granted by most enabling acts and which should generally be included in a local ordinance. As the ordinance indicates, the operation of playgrounds is only one, though an important, aspect of the recreation commission's work.

An Ordinance Creating a Recreation Board
Prescribing Terms of Members, Organization,
Powers, and Duties

Be it Ordained by____________________________________

of the City of______________________________________:

1. Under the provisions of Section_______of Chapter_______of the General Laws of_______, there is hereby established a RECREATION COMMISSION. This Commission shall consist of five (5) persons serving without pay who shall be appointed by the Mayor.[1] The term of office shall be for five (5) years or until their successors are appointed and qualified, except that the members of such Commission first appointed shall be appointed for such terms that the term of one member shall expire annually thereafter. Vacancies in such Commission occurring otherwise than by expiration of term shall be filled by the Mayor for the unexpired term.

2. Immediately after their appointment, they shall meet and organize by electing one of their members President and such other officers as may be necessary. The Commission shall have the power to adopt bylaws, rules, and regulations for the proper conduct of public recreation for the city.

3. The Recreation Commission shall provide, conduct, and supervise public playgrounds, athletic fields, recreation centers, and other recreation facilities and activities on any of the properties owned or controlled by the city, or on other properties with the consent of the owners and authorities thereof. It shall have the power to conduct any form of recreation or cultural activity that will employ the leisure time of the people in a constructive and wholesome manner.

4. The Recreation Commission shall have the power to appoint or designate some one to act as Superintendent who is trained and properly qualified for the work and such other personnel as the Commission deems proper.

5. Annually the Recreation Commission shall submit a budget to the city Governing Body for its approval. The Commission may also solicit or receive any gifts or bequests of money or other personal

[1] It is often desirable that one member of the Recreation Commission be a member of the School Board and one a member of the Park Board or Commission, if there be one.

property or any donation to be applied, principal or income, for either temporary or permanent use for playgrounds or other recreational purposes.

6. The Recreation Commission shall make full and complete monthly and annual reports to the Governing Body of the city and other reports from time to time as requested.

7. All ordinances, resolutions, or parts thereof, in conflict with the provisions and intent of this Ordinance are hereby repealed.

Passed and Adopted this________day of________, 19______

Attest:

____

Types of Managing Authority

Under the authority granted by state or local legislative enactments, playground systems are being operated in different cities by various public departments and agencies and combinations thereof. The following statement describes briefly a few characteristics of these departments and the basic organization methods adopted by each for the administration of the playgrounds under its control.

The Recreation Department

Recreation departments, usually administered by a board or commission, operate more playgrounds for community use than any other type of managing authority. Playground operation is one of the most important functions of this department and is often the largest item in its annual budget. In the majority of cities in which playgrounds are operated under the recreation department the superintendent of recreation gives general supervision to the playground program. In the larger cities a playground division is sometimes established under the immediate direction of a supervisor of playgrounds. In most cities with a recreation department the superintendent of recreation is employed on a full-time, year-round basis, and is therefore available for supervision of the playgrounds during as long a season as funds permit and conditions justify. Most supervisors are also employed the year round although some cities employ a supervisor of playgrounds for the summer only. Recreation departments seldom own and control extensive properties; practically all of them conduct activities on school, park and other city-owned areas, and often on private property as well.

The Park Department

In many cities when playground programs were first established the only suitable playground sites were in the city parks. The activities were therefore conducted under park auspices and have continued so ever since. Playground operation is commonly the most important task of the park department's recreation division. The duties of planning and conducting the playground program are assigned by the superintendent of parks to a recreation director or supervisor of playgrounds. This member of the park staff is generally employed on a year-round basis. In Hartford, for example, the supervisor of recreation is in charge of the park playgrounds, and in Minneapolis a director of recreation directs the play and recreation program of the park department. Responsibility for maintenance of the areas almost always rests with another division of the park department. The superintendent of parks, unlike the superintendent of recreation, is seldom a person trained especially in playground work; so he rarely undertakes the task of direct playground supervision. Most park authorities conduct playgrounds only on park property, but some use school grounds and other areas.

The School Department

Some of the first playgrounds in the United States were conducted on school property by school authorities. Today playgrounds are conducted by school authorities for community groups after school hours, week ends and during vacation periods in a number of cities. In only a few of these cities has a special recreation department or division with a full-time supervisor in charge been created in the school department. More often the supervisor of physical education or some other member of the school staff has been assigned responsibility for the playground program and gives only part of his time to this work. Where schools administer the playgrounds, teachers and physical education leaders usually are employed to conduct the activities and the programs are restricted primarily to school properties.

Others

Two or more departments sometimes share responsibility for the playground program. In several California cities, for example, school boards and city recreation departments jointly employ a superintendent of recreation and share in the expense of the playground program. Occasionally a worker is employed jointly by the schools

and the city to administer the public playgrounds and to serve as supervisor of physical education in the schools. Such an arrangement makes for unification in playground operation, although care must be taken to avoid difficulties resulting from dual responsibility and control. Other demands on the worker's time and attention may also cause neglect of the playground program.

Other city departments—welfare, public works—are responsible for the playground work in a few cities but they seldom employ playground personnel on a year-round basis, and in most cases playground operation is not a major part of their services. They employ a supervisor of summer playgrounds who plans and directs the program under the general supervision of the department head. Where the playground work is carried on as a subordinate or incidental part of a department's service, the department head and the board, if there is one, are less likely to be vitally interested in playground problems than the authorities in a department which considers playgrounds its primary responsibility.

Comparatively few playgrounds are conducted by private agencies except in the smaller communities where the number of playgrounds is few and the season is limited to the summer months. Among the agencies which conduct such playgrounds are playground associations, women's clubs, parent-teacher associations, the American Legion, Y.M.C.A. and various civic groups. They practically never employ full-time, year-round personnel for leadership on the playgrounds.

Local Authority

Each city that establishes playgrounds must determine which department shall be responsible for their operation. It has been pointed out that a variety of agencies now conduct playgrounds and in many states existing legislation permits a city a wide range of choice. The question naturally arises as to which agency is best suited for the task and how a city can determine to which department it should be assigned.

The different types of playground administration have met with varying degrees of success, and widely divergent views are held as to the specific department to which responsibility for playgrounds should be assigned. In considering this question it is well to recall that in many cities the present form of playground administration was determined years ago by the fact that a particular department owned areas suitable for play, was in a position to finance a playground program or took the initiative in sponsoring the playground idea. In recent years the separate recreation department has been

adopted by a much greater number of localities than any other form of playground managing authority. A few suggestions are offered as to important factors to be considered by a community which is planning to establish a playground system or program.

1. Make a study of state and local legislation to find out what forms of administration have been authorized for the city, and the powers and limitations of each.

2. Determine the attitude of the various departments which might administer the playgrounds. Genuine interest in the playground program and readiness to support it are essential factors to its success. To place it under a department which is not sympathetic and which accepts the responsibility grudgingly is to assure the program's failure.

3. Consider the ownership or control of playground properties. Two or more departments hold properties suited for the playground program, in many cities. It is often advisable to work out a plan whereby some other department such as a specially created recreation department, conducts the playground program on these properties, thereby securing unification of services.

4. Consider the ability as well as the willingness of the various agencies to finance a play program. If the park, school or some other appropriate department has an especially strong financial standing, due to special taxing power or for some other reason, this fact should be considered.

5. Estimate the willingness and ability of the agencies to enlist the cooperation of a strong citizen group. Citizen participation and support are of primary importance, since playground service to be most successful requires on the part of those in charge an understanding of the needs and interests of the people.

6. If it is determined that the work cannot be done with satisfaction by some existing department, appoint a commission or committee representing the important interests of the community. Such a body may well include one or more representatives of other departments, such as a member of the park or school board, but lay members should be in the majority.

7. Discover if possible which agency would attract, pay for and retain the most competent leadership. Low standards of personnel or political influence in appointing its personnel may be sufficient reason for not turning over the work to a particular department.

8. Keep in mind the possibility of expanding the playground program to include other recreation facilities and services. A department may be interested in playgrounds but it may not have the

willingness nor the power to carry on other activities such as conducting indoor centers, municipal camps or city-wide recreation services of various kinds. Make playground operation the responsibility of a department which will undertake to develop a city recreation program. The limited interest and restricted legal authority of some existing departments have contributed to the rapid growth of the special recreation department, which is concerned with many forms of recreation and which usually has wide powers.

Any group interested in working out a plan for the most effective administration of playgrounds in its city should seek the best advice from available sources. These include field representatives of the National Recreation Association, recreation authorities in nearby cities, state recreation consultants and other experts on playground administration. A decision as to the best form of administration is likely to be reached only after a careful study of local conditions, including a consideration of the factors previously mentioned.

Powers of Authorities

The general powers of the playground authorities are usually specified in the legislation under which they function, and in some cases they are described in considerable detail. The major items on which they are authorized to fix policies and make regulations and the limitations within which these may be made are determined by this legislation. The responsibility for establishing the policies governing playground operation rests primarily with the managing authority, whether a playground or recreation board, school board, park commission, city manager, city council or other official. In such matters as workers' compensation and employment of workers, the policies must usually conform to regulations applicable to all city departments.

Functions

The managing authority is responsible for all functions related to playground operation except those specifically allocated to others. Essentially the managing authority should:

1. Maintain high standards in playground leadership and in quality of the playground program.
2. Select the superintendent of recreation, appoint other employees and approve their duties and functions.
3. Secure required funds and approve the budget.

4. Authorize expenditures within the authorized budget, examine all expenditures and give the people a strict accounting of the use of all funds.
5. Consider and pass upon all recommendations coming from any outside source.
6. Interpret to the people of the community and to the public officials the value and significance of the playground program.
7. Submit to the city authorities and the public a report of the department during the year.
8. Study the playground needs of the city and develop plans for meeting them.
9. Adopt rules and regulations for the use of playground areas and facilities.
10. Establish policies to carry out the purpose for which the department was created.

The relationship of the managing authority and the department executive needs to be clearly understood and the functions of each, carefully defined. A sound principle to follow is for the authority, usually a board, to lay down broad, general but clearly defined policies with reference to the playground program, personnel, areas and facilities, finance and other matters and to make the executive fully responsible for working out detailed procedures and for securing the desired results. Close cooperation between both board and executive are of the utmost importance. The board is guided in the adoption of its policies by the recommendations of the executive, especially in matters where his training and experience have a significant relationship to the problem, but it is not bound to accept or approve them. The executive should adhere strictly to the rules and regulations adopted by the authority. At the same time he has a responsibility for educating and informing the board about new developments and for urging new projects or changes in policy which would contribute to the effectiveness of playground service. No board member should give orders to the executive, except on authorization of the board, or transmit instructions directly to a member of the playground staff. The executive should likewise refrain from violating any regulation or policy and should secure approval from the authority before putting any new rules into effect.

Organization

A board or commission—the most common type of playground authority—needs to organize formally and adopt rules governing

its procedure. These specify the officers to be elected and their duties, the time of regular meetings, the order of business at meetings, and the committees to be appointed. Rules are also adopted relative to the budget, the handling of finances and the preparation of reports. Regular meetings, as a rule, are held monthly. Practices differ as to the appointment of committees; but many boards favor the use of committees because they give board members specific responsibilities, expedite the handling of board business and save time at meetings. Typical of the committees are the following: finance, personnel, properties and relationships. Sometimes a member of the board serves as secretary, although this duty may be assigned to the executive or other employee. It is of the utmost importance that a complete and accurate record be kept of all meetings and actions of the board.

The rules and regulations adopted by the board must conform with the provisions of the legislation creating it and with any other local regulations to which it is subject. They are in a sense the constitution and bylaws under which the department is operated and determine the relationships and respective responsibilities of the board and the executive who is employed to administer the department. In the well-organized department the board members recognize that their job is to determine policies, not to administer them.

Legal Liability[3]

Playground authorities and employed workers have a vital concern as to their financial liability for damages in case of injuries sustained by individuals while using their playgrounds. Some local authorities have offered as an excuse for not establishing playgrounds the knowledge or fear that they would be liable in case of accidents. Experience has shown that liability is incurred only if negligence can be proven, or if it can be demonstrated that the playground authorities knowingly used defective or dangerous apparatus or failed to take reasonable precautions in assuring safety on the playground. Court decisions in states where park and recreation service is considered a governmental function have held that in general playground authorities are not liable, even if negligence or carelessness can be proven. This is not true in states where park and recreation service is considered a proprietary function.

Because of the difference in court decisions in different states

[3] For a full presentation see D. B. Dyer and J. G. Lichtig, *Liability in Public Recreation*, 1949.

and because of the changing attitude of the courts with reference to the playground function and liability, it is important that playground authorities determine their own liability in the light of the decisions of their own state courts and of subsequent decisions in the higher courts. They also have a responsibility for determining the personal liability of their individual employees. Many cities have secured protection through insurance, in states where liability exists.

CHAPTER XVI

Staff Organization

Organization of the playground staff so as to secure the maximum results from the available personnel, funds and facilities is one of the major tasks of the playground executive. Local factors such as size of city, number of playgrounds and type of managing authority influence the form of staff organization, but best results will be secured under a plan that fixes authority and responsibility definitely, prevents overlapping of authority and facilitates supervision and smooth operation of every part of the program. Every plan should make certain that each individual is assigned a specific task and has responsibility for its performance, is under the command of one immediate supervisor, and has full responsibility for the performance of the personnel placed in his charge and full authority over them.

No plan of staff organization, however efficient, will achieve its objective unless the individual members of the staff have the will to work together. This situation is generally found where workers are given a share in the formulation of policies and plans and where they understand and approve of the goals of the department.

The playground staff usually has three major divisions, regardless of the detailed methods of arranging their work.

The Program Leadership division usually comprises a large percentage of the playground staff and is the group that plans, promotes, supervises and conducts the entire playground program. *The Business and Accounting* division keeps financial records and accounts and handles the business details of playground operation

such as requisitions, payrolls, service reports and other departmental records. *The Construction and Maintenance* division plans, constructs and maintains playground areas, facilities and equipment.

The Program Leadership division furnishes the basic, essential services for which playgrounds are established. The other two divisions perform essential but secondary functions. Major consideration will be given in this chapter to the division responsible for program leadership.

THE LEADERSHIP STAFF

The various types of leadership positions and the duties related to each were described in Chapter V. Leadership personnel may also be classified into these two groups: workers who have city-wide responsibility or who serve at several playgrounds, and those who work at a single playground. In the first group are the superintendent of recreation, the general and special supervisors and the specialists or instructors. The second group consist of the directors, assistant directors, recreation leaders and junior assistants. Most of the playground staff is composed of workers in the second group, and in the small city very few others are employed. The problem of staff organization becomes more complex in the larger cities where the program calls for more types of workers.

Most of the problems of staff organization center about the respective responsibilities and relationships of the workers. The type of positions to be created and the duties and responsibilities to be assigned to each must be determined in the organization of a staff. Typical of the questions that arise in this procedure are the following:

1. Where the salary scale for playground workers is far below standard, should the salaries be raised even though it means a smaller staff, fewer playgrounds or a shorter playground season?
2. Is it preferable to have a man in charge of each individual playground, with a woman assistant?
3. Is it better to have three fairly inexperienced and low-salaried workers on a playground so two of them may be on the ground morning, afternoon and evening, than to employ two experienced workers with a resulting cut either in playground hours or periods of play leadership?
4. How can the duties be divided to the best advantage between the workers on the playground?
5. Is it wise to group the playgrounds by districts and assign a

general supervisor to each? If so, how many playgrounds should such a supervisor be expected to cover?

6. Should the district supervisor be concerned with playgrounds only and report to the supervisor of playgrounds? Or should he be responsible for the total recreation program in the district and report directly to the superintendent?

7. Is it better to eliminate the district supervisor and to make the special activity supervisors responsible not only for the promotion of their particular phase of the program but also for assisting the directors with all their problems—in other words to make the supervisors serve a dual role? If so, for how many playgrounds should the supervisor be responsible and how often should he visit them?

8. Should the special activity supervisors devote their time exclusively to staff training, supervision of specialists, program guidance and the development of city-wide projects? Or should they actually organize and instruct groups and conduct activities on the playgrounds?

9. To what extent is it wise to have specialists visit playgrounds to organize and teach classes in various activities?

10. How many playgrounds should a city operate in order to justify the full-time or part-time employment of specialists?

11. How frequent should their visits be to each playground and what should be the duration of the visit?

12. Should the schedule be arranged so the specialist will be on the playground at a time when the regular worker is having time off or should both be on the playground together?

13. Is it better to pay higher salaries and therefore secure more competent directors who can themselves conduct a variety of activities than to spend part of the playground budget in employing supervisors and specialists to help less efficient workers on the playgrounds?

14. Could the money spent for special supervision be used to better advantage in adding workers to understaffed playgrounds?

15. How can the experience and abilities of the supervisors contribute most to the development of the workers and the effectiveness of the program?

These and many other questions must be faced by the playground authorities and executive if the playground staff is to be organized for the best results. Reports of playground staff organization indicate that they have been answered in different ways. This is not surprising in view of the diversity in available funds, num-

ber and types of areas, program content and standards for leadership in different cities. Obviously no uniform practice is applicable or desirable, but an understanding of some of the factors involved is essential to a satisfactory solution of the problems. A discussion of principles and an analysis of the methods used in several cities may be helpful in working out the staff organization for a particular community.

City-Wide or District Workers

Except for the specialist, who has little authority, the city-wide and district workers are the group that provide the executive direction and the technical supervision for the entire playground program.They hold the major responsibility for the success of the program. Their place in the staff organization is therefore of primary importance and will be considered at some length.

Superintendent of Recreation. In the small city with a year-round recreation program the superintendent of recreation, who is usually employed on a full-time, year-round basis, is likely to be the only member of the playground leadership staff except the workers on the individual playgrounds. Each playground director reports directly to him. He organizes the staff, plans the program, conducts staff meetings and supervises the work of the playground directors. He arranges inter-playground activities, helps the workers with special events, handles publicity and in some cases offers instruction in a particular phase of the program. He sees that the people of the city get a well-balanced playground service, that each playground functions satisfactorily and that the objectives of the department are attained. In such a situation staff organization presents relatively few problems.

Playgrounds are not the only responsibility of the superintendent of recreation, for he is concerned with all phases of the community recreation program. He can therefore give only part of his time to playground duties. Consequently only in small cities with a few playgrounds is the superintendent of recreation able to perform such functions.

An assistant superintendent is employed in many cities; and if the executive is a man, as is usually the case, a woman is chosen for this position. Supervision of the playground program is one of the major duties commonly assigned to the assistant superintendent.

In the larger cities additional supervisory personnel are employed. Regardless of the size of the city or the complexity of the play-

ground staff, all playground workers are directly or indirectly responsible to the superintendent of recreation.

The General Supervisor. This title is applied to individuals who are in charge of the playgrounds of an entire city or district. Cities which conduct a recreation program during the summer months only and which do not have a superintendent of recreation commonly employ a supervisor of playgrounds to organize and supervise the entire playground program. He performs all the duties and functions relating to playgrounds that in the small city are carried out by the superintendent and is responsible directly to the playground authority. Directors of playgrounds report directly to him. The supervisor in such cases is usually employed on a seasonal basis.

As previously pointed out the superintendent of recreation in the small community can supervise playgrounds along with his other duties, but when their number exceeds five or six, a supervisor of playgrounds is frequently employed. If the city is fairly small and playground activities are restricted primarily to the summer months, this worker may be employed for the summer only. In the larger cities, where recreation programs are conducted the year round, he is a full-time, year-round worker and often has the title of supervisor of centers or supervisor of playgrounds and centers, for he is responsible for all neighborhood indoor and outdoor programs. He reports directly to the superintendent and directors of centers report to him. He is the main link between the playground workers and the central office. As a rule a supervisor can serve effectively ten or twelve playgrounds, each of which he can visit at least every other day. The number will vary, however, with such factors as the caliber of the playground workers, the number of special supervisors and instructors employed and the emphasis laid upon city-wide and inter-playground activities, which require much of the supervisor's attention.

Playground supervision obviously cannot be the responsibility of a single worker in a city with a large number of playgrounds, so several general supervisors must be employed. A plan in effect in many of the larger cities divides the city into geographical districts, each containing approximately the same number of playgrounds, and assigns each district to a worker known as a district supervisor. This worker becomes essentially a deputy to the supervisor of playgrounds in his own district, performs the same functions and reports directly to him. He likewise becomes the intermediary between the playground or center director and his superior.

A modification of this plan gives a playground director in each section of the city the title of district director and makes him responsible for the other playgrounds in the district. The person selected is usually the director of the major year-round center in the district and as a rule each district includes only a few playgrounds. When this plan is used, the person serving as district director is really functioning in the dual role of general supervisor and playground director.

A third plan of district organization involves a still different allocation of responsibilities. Where applied the district supervisor is placed in charge not only of the playground and center operations in his district but also of the entire community recreation program in his section of the city. The district supervisor becomes in fact the deputy superintendent of recreation in his district, and he reports to the superintendent and not to a city-wide supervisor of playgrounds. Such an arrangement is feasible only in a large city where a comprehensive recreation program apart from the playgrounds and indoor centers has been developed or is projected.

A fourth plan of playground supervision is one that employs workers to serve in the dual role of general and special supervisors. Each worker is given general responsibility for a group of playgrounds and also the specific task of promoting a special activity such as dramatics, crafts or nature at all playgrounds in the city. The supervisor divides his time between his specialty and direction of the total program at areas under his control. Although not widely used, this arrangement offers certain advantages. Through his experience with his own special activity the supervisor better understands the problems of the special activity supervisors than he would if he served merely as a general supervisor. By reason of his familiarity with the total program he also realizes the difficulties which playground directors must overcome in cooperating fully with special activity supervisors. This plan works best when the supervisors are responsible to a single person, usually the superintendent of recreation or his assistant.

Regardless of the organization plan, the function of the general supervisor is of primary importance. He is the chief medium through which the superintendent and the playground authorities keep informed as to the progress of the program. He is the person to whom the directors turn for advice and immediate help with problems as they arise. His services are especially necessary in cities where there is a rapid turnover in workers or where workers of limited training and experience are employed. The supervisor must

gain the confidence of the directors and demonstrate that his visits are designed to help them and not to check on them. He should strive to make the directors more self-sufficient; otherwise the latter may tend to lean too heavily upon his advice and opinions. He must avoid a tendency under the pressure of his daily duties to make his visits to the playground perfunctory and so brief that he cannot fairly appraise the program and take the necessary steps to make it more effective.

The Special Activity Supervisor. Recreation departments that wish to assure the development of a particular phase of the program such as social recreation or sports employ a special supervisor for the activity. This worker usually organizes and promotes the activity not only at the playgrounds and indoor centers, but also throughout the city. Most special supervisors are "staff" workers, directly responsible to the superintendent of recreation, and unlike the general supervisors, they have no authority over the playground directors. They organize district and city-wide events in their special field and the directors are expected to cooperate with them in these events, but they cannot give orders to directors except through the superintendent or general supervisor. Directors seeking help with activities in their field are free to consult the special supervisors, who periodically visit the playgrounds for this purpose. Directors in some cities can undertake projects in a particular field only after they have received the supervisor's approval.

The relationship between the special supervisor and the director should be clearly defined to facilitate cooperation between them, especially in cities where the director comes in contact with several supervisors. A common practice is for the executive to outline the general procedure which the special supervisor is to follow on the individual playgrounds and to hold the director responsible for cooperating fully with the supervisor in his work on the director's playground. The special supervisor has no authority to give orders to the director or require him to cooperate, nor can he make changes in the playground program without first consulting the general supervisor. However, a director's continued refusal to cooperate can be reported to his superior by the special supervisor. This division of authority eliminates the difficulties which arise when the playground director is made responsible to several different supervisors for different parts of his program. The wise director recognizes that he is expected to take full advantage of this special service to his playground and that it is a means of enlarging and strengthening his program.

A major duty of the special supervisor is to plan and supervise the work of the specialists in his particular field, who are usually directly responsible to him. Another is to develop the capacity of the playground workers so they can take added responsibility for conducting special activities. He therefore instructs workers and conducts demonstrations for their benefit, observes their methods and results and offers helpful criticism, and thus adds to their effectiveness on the playground.

Reference has already been made to a combination plan whereby a person serves both as a special and as a general supervisor. Another plan is where a person combines the duties of a special supervisor and a specialist. In such cases the worker gives part of his time to class or group instruction on the individual playgrounds. This combination is practicable in a small city where the employment of both a supervisor and a specialist in a particular field can not be justified. In a larger city the supervisor would find little time for his primary function if he were to conduct classes on the playground. Assistant supervisors are employed in several large cities where one supervisor cannot handle a single activity on a city-wide basis. This is especially true in the field of sports and athletics.

The Specialist. No playground director is competent to teach skills in all of the activities that might be included in the playground program, and most workers possess special skills in only a limited number of activities. The need for specialists develops as the program becomes more diversified, as new features requiring specialized skills are added or as greater emphasis is placed upon teaching skills. These workers occasionally promote city-wide events and instruct the playground staff, as the special supervisors do; but their chief function is to teach playground groups. Tennis, baseball, special crafts, dramatics and folk dancing are among the activities for which specialists or instructors are most frequently employed. Many of these workers are employed by the season; others, the year round. Except in very small communities the playground staff includes at least one specialist and many cities employ several types. The number of playgrounds a worker can visit per day depends primarily upon the activity, but since most instruction periods vary from one and a half to three hours, he generally visits from two to four playgrounds per day, or a maximum of 20 per week. At least one period per week should be scheduled for each playground, so one specialist is needed for each 20 playgrounds or less if an activity is to be promoted throughout the playground system.

No standard plan is followed with respect to the allocation of responsibility for the work of the specialist. If a supervisor is employed for his special activity, the specialist is usually responsible to him. A tennis instructor, for example, would report to the supervisor of sports, or the sewing teacher to the supervisor of arts and crafts. Otherwise the specialist would be responsible to the supervisor of playgrounds, a district supervisor or even to the superintendent himself. When he is on the playground, he reports to the director and is under the director's general control. The type of activity the specialist conducts, the content of his program and method of presenting it, however, are matters in which the director has no jurisdiction. While the specialists are at work on a playground the directors are usually busy with other activities.

Individual Playground Workers

In the long run the success of the playground system depends primarily upon the playground directors and recreation leaders. They are the workers who come in contact with the playground public day after day. People judge the playground system by what they see on the playground in their own neighborhood and by their children's reports of what goes on there. If the playground is well maintained, if an attractive program is carried on, if the children would rather play on the playground than elsewhere, and if the playground is considered a neighborhood asset, the workers on the playground are largely responsible. The selection and relationships of the workers on the individual playgrounds are therefore of primary importance.

The Playground Director. Most executives agree that there should be one head director on every playground open under leadership and that he should have full responsibility for its operation. Sometimes, however, codirectors have equal responsibility, regardless of their experience or seniority; but one is designated as Chief Director, who compiles the weekly report, signs requisitions and performs other clerical duties. In a few cities where the playgrounds are divided into two sections—one for boys and the other for girls—there are codirectors, each in charge of one part of the program. This division of responsibility and consequent lack of a single authority are not conducive to the best results. The position of playground director can be filled satisfactorily by either a man or a woman.

No person should be appointed director of a playground unless he has had actual experience in playground leadership. If more than one worker is assigned to a ground, the one with the most experience or proven ability should be appointed director, whether man or woman. Factors to be considered in assigning directors to playgrounds are the individual's knowledge of a particular neighborhood, his standing in it and his special fitness for service on a particular playground. If a worker has done successful work on a playground there is an advantage in reassigning him to the same ground the following year. Persons who have done good work as assistant directors or recreation leaders should be promoted to the position of director.

A question is sometimes raised as to the desirable relationship, if any, between the caliber of the playground directors and the number of supervisors that are required. The answer might affect the budget distribution of salaries for supervisors and for directors. The more intelligence, training, experience, initiative and personality which the workers on the individual playgrounds possess, the better the results. The higher the salary paid, the more capable will be the people attracted to the positions; the more competent the workers on the individual playgrounds, the less the need for supervisors; the higher the salaries paid to the playground directors, the more likelihood that they will continue in the service or return the following summer; the longer the workers serve, the greater their value to the department; the more specially skilled the workers become, the less need for supervision.

These factors should influence the executive in the selection and organization of his staff. If he is more concerned with the production of special city-wide or inter-playground events which attract the public eye than with the day-by-day routine operation of his playgrounds, he will tend to favor the employment of several special supervisors and specialists, even if it means paying lower salaries to directors and leaders or reducing their number. If on the other hand he is eager to build up a strong, permanent group of workers on the playgrounds, he will attempt to raise the salary scale, even at the cost of a reduction in the number of supervisors. This latter procedure has much to commend it, especially in case the playground directors are employed on a full-time, year-round basis. A wise rule to follow is to secure as high a salary scale as possible for the playground directors in order to attract the highest type of worker, and in addition to employ such supervisory staff as is needed to assist the directors in attaining the maximum results

and to assure a program the public will enjoy. The relationship of the director to the supervisors and specialists has already been discussed.

The Recreation Leader. On large playgrounds or where the attendance justifies having two or more workers on duty morning, afternoon and evening, at least one recreation leader is needed in addition to the director and assistant director. The recreation leader, under the guidance of the playground director or his assistant, performs such duties as organizing groups, teaching skills, conducting activities, helping with feature events and providing general supervision of the area. Many believe it desirable that the third person employed be a woman in order that a woman may be present at all times when the playground is open. In a neighborhood where a special effort is made to reach the boys and where a young man especially fitted for the work is available, he should probably be appointed recreation leader.

The Junior Assistant. The use as junior assistants of students in college or in the latter years of high school releases the time of the professional workers for more important duties and provides valuable apprenticeship training for young people considering recreation leadership as a field of work. The junior assistant, who is paid only a nominal wage, if any, performs tasks under the close personal direction of the other workers and is never left in complete charge of the playground. He is responsible to the director, or to the other worker in charge during the absence of the director.

Division of Work. No hard and fast rule can be formulated to govern the division of work on a playground. Where the area is divided into two sections, one for the girls and the other for the boys, the problem is relatively simple, but few playgrounds are laid out in this manner. Certain parts of the program, such as the feature events, are planned and carried out jointly by all the workers; activities such as nature study, special crafts or dramatics are conducted by the worker especially qualified for the task; other activities and duties may be directed by different workers at different times. A division of duties is advisable, however, in order that each worker on the playground may have a responsibility for performing certain tasks. Any such division should take into account the special skills and qualifications of each worker.

The director, of course, is responsible for everything which takes place on his playground. Whether man or woman, the director usually assumes personal responsibility for inspecting the apparatus,

the preparation of reports, discipline, adherence to department policies and for major feature events. The woman director or assistant takes charge of most of the activities for very small children and for the older girls. She organizes tournaments in various girls' activities, forms clubs, helps with special events and evening programs and conducts activities such as crafts, nature study, music, drama, for which she is qualified. Storytelling, folk dancing, sand craft and children's games are usually handled by her. The man, on the other hand, directs most of the activities for older boys—especially the games, stunt contests and athletic leagues—such groups as the junior police and special events in which boys take a leading part. Activities in which boys and girls participate together may be under the leadership of either worker, depending on which is better qualified. In case there is a third worker he will be assigned such duties as the program requires and his qualifications permit. Part of his time will be spent in conducting or supervising routine activities in the absence of the directors.

Work Schedules. Another problem is how to arrange the hours of the workers on a given playground. Here again local conditions must govern, but a few principles may be suggested. If the ground has no caretaker, it is desirable for the man to report for duty before the playground opens in order that he may get out the supplies and equipment and perform essential maintenance duties. It is also desirable for the man to be on the playground during the evening hours, especially where many young men and adults use the playground and problems of discipline may arise. The maximum leadership should be provided during the period when the attendance is greatest. Workers on duty during the lunch and dinner hour can use the time to check the supplies and prepare the grounds for the following session. Workers should be assigned for duty during the hours when the groups they are expected to serve are most likely to come to the playground. Thus if most young children can come to the playground in the morning in a particular neighborhood, the worker responsible for young children's activities should be assigned for morning duty. At times when feature events are being planned and carried on it is not uncommon for workers to spend many extra hours on the playground.

The following schedule is suggested for playgrounds having two workers. It provides for at least one worker to be on duty at all times between 9 A.M. and 8 P.M. Some caretaker service is assumed.

Director: 10:30-12:30, 1:30-4:30, 5:00-8:00.
Assistant: 9:00-12:00, 12:30-5:30.

A woman director may be on duty from 9 A.M. to 5 P.M. and the man from 1 to 9 P.M. The workers eat their lunch on the grounds.

A summer schedule for playgrounds having three workers and with some caretaker service follows:

Director (man): 1:00-5:30, 6:30-9:00.
Assistant director (woman): 9:30-1:00, 2:00-5:30.
Recreation leader (woman): 9:00-12:30, 5:30-9:00.

Another schedule for playgrounds with three workers is:

Director: 1:00-8:30 (supper 5:00-5:30).
Assistant director: 9:00-1:00, 2:00-6:00.
Recreation leader: 9:00-5:30 (lunch 12:30-1:00).

In another instance one worker is on duty from 10 A.M. to 6 P.M.; two others work from 12 noon until 8 P.M.

Direction and Supervision

The organization of the playground staff is merely one step in the process of making the department function effectively. Direction and supervision are two important aspects of the job of the superintendent and supervisory personnel, and even the playground director must exercise these functions to a limited degree. The process of direction is simplified by the publication of an administrative manual containing regulations relating to the conduct and dress of employees, the care and use of facilities, methods of preparing reports, fees and charges, time sheets, the use of awards, vacation policies and a host of other items. It is also helped by exchanging information between workers in cases where problems affect them directly. Thus tentative schedules for classes to be conducted at playgrounds by an arts and crafts specialist should be cleared by the supervisor of arts and crafts with the supervisor of playgrounds and the playground directors even though their approval of the schedule may not be required.

The superintendent and supervisory personnel must have full information about the work being performed by their subordinates if they are to direct and supervise these workers effectively. They must adopt methods of determining the extent to which the subordinates are achieving the goals set up for them and are rendering the best service of which they are capable. To secure this information—

1. Watch the employee at work to determine his effectiveness on the job, and discuss his progress and problems.
2. Inspect the playgrounds to observe how well they are maintained and operated, keeping in mind also the way in which the people of the neighborhood react to them.
3. Study the comparative records of participation, attendance and achievement at the various playgrounds.
4. Make sample analyses of the work performed, to determine its quality and quantity.
5. Analyze the reports of directors, supervisors and other workers, especially as they relate to playground personnel.
6. Through staff meetings and training institutes observe the morale and alertness of the playground workers.
7. Study complaints reaching the department and take occasional sampling polls of citizen attitudes and interests.

The executive or supervisor, in order to establish a satisfactory relationship with the subordinate, must first win his confidence and respect. Thereafter he strengthens his position as guide and counselor by helping make the worker more effective in his job. He discusses with the subordinate his personal and professional weaknesses, and suggests ways of overcoming them. He points out respects in which the worker is failing to carry out the policies of the department, to meet the needs of the neighborhood or to provide a balanced program, and shows how these shortcomings may be eliminated. He does not try to solve all the worker's problems, for he realizes that the worker will develop his abilities more fully by solving them himself. Of equal importance, he expresses commendation for evidences of growth and for unusual or faithful service. The supervisory relationship should be essentially cooperative and it requires integrity of both parties to achieve the desired results. The supervisor must not give the worker the impression that his work is satisfactory and then report to the executive that he is failing to do good work. Likewise the subordinate worker must not go over the head of the supervisor by reporting directly to the superintendent or take unauthorized action without the specific approval of his superior. Specific suggestions for rating playground workers and for evaluating playground service are given in Chapter XVII.

The Non-Leadership Staff

In addition to the personnel responsible for the program, the playground department employees include central office workers,

maintenance workers, and, in the case of large systems, an engineering and construction staff. Pianists, chaperons, life guards, costume or supply-room keepers, referees, umpires and other officials are usually seasonal, part-time employees and are used only where there is a particular need for their services. Office personnel and maintenance workers, however, unless supplied by some other department, are required by every playground department.

Central Office Workers

Every city which has even a few playgrounds must provide some sort of office for the superintendent or general supervisor, and unless he is to spend a great deal of his time doing clerical work, an office assistant is needed. This assistant answers the telephone, handles correspondence, receives and checks reports submitted by playground workers, issues supplies, prepares payrolls and keeps the department records. (A list of these records appears in Chapter XX.) This person, over the telephone or in personal interviews, issues permits, answers questions and gives inquirers routine information concerning the department, its facilities and program. For this reason the worker should be courteous, efficient and of a pleasing personality. This worker also keeps records of meetings and other official transactions of the board or department head. In larger systems comprising many playgrounds the duties are multiplied, and a chief clerk, telephone operator, stenographer and one or more assistants may be needed. If considerable funds are handled by the department, a bookkeeper may be required, perhaps on a part-time basis. In cities where the storeroom for supplies and materials is operated in connection with the central office, part of a worker's time is required for the filling of requisitions.

Members of the central office staff are directly responsible to the recreation executive, except where the size of the staff warrants the employment of an office manager.

Maintenance Workers

Different methods of maintaining playgrounds are in use, as pointed out in the chapter on Maintenance. Park and school playgrounds are usually kept in condition by the regular park maintenance workers or by the school caretakers or janitors respectively, who are not responsible to the playground division. Some playground authorities maintain their play areas, however, and therefore require a corps of workers. Even in cities where major maintenance

and repairs are provided by others the playground authorities employ a small staff for routine, "housekeeping" duties.

Every playground of standard size and adequate facilities requires the services of a caretaker, but in some cases a worker can look after two grounds, dividing his time between them. Every city having five or more playgrounds also needs a supervisor of maintenance or a foreman to supervise the caretakers on the individual grounds, to handle repairs and to assist in planning and developing minor improvements on the areas. The caretaker should be directly responsible to the director on the playground which he serves, but he receives orders from the maintenance supervisor as to the technical aspects of his work. The foreman or maintenance supervisor usually reports directly to the superintendent.

A central workshop under the immediate control of the maintenance supervisor is an important feature of a playground system comprising a large number of areas. It requires the services of one or more skilled mechanics capable of such varied activities as carpentry, painting, iron work, welding, electric wiring and plumbing. The workshop helps make possible the employment of caretakers on a full-time, year-round basis, because they can use it in the winter for making new equipment and repairs and for preparing for the playground season. It also serves as a base of operations for a traveling maintenance and repair crew.

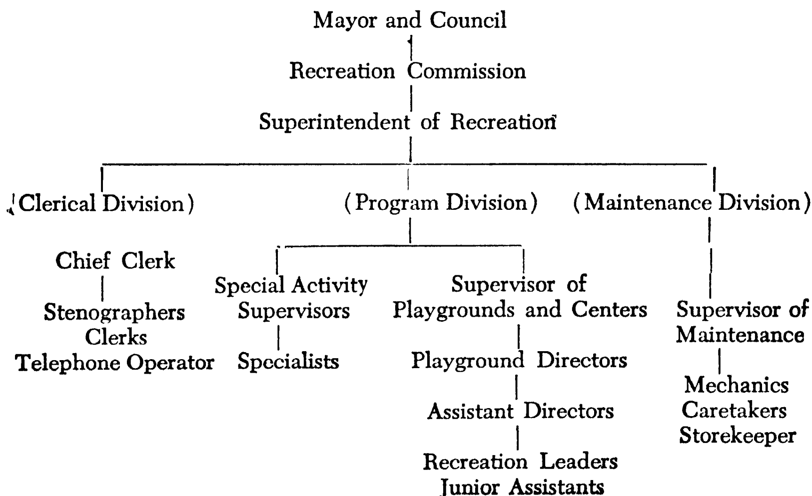
Maintenance personnel often includes a truck driver who distributes supplies to the various playgrounds, collects equipment to be repaired at the workshop and transports maintenance workers and equipment from one playground to another. The storeroom for supplies and materials in large cities is commonly operated by a worker assigned to the maintenance division. Maintenance crews work directly under the maintenance supervisor.

Most design, engineering and major construction work on the playgrounds is done either by city employees from another department such as city planning and public works or on a contract basis. In large systems, especially where many new developments are to be undertaken, an architect, landscape architect or engineer and assistants are sometimes added to the department's staff.

A Typical Organization Plan

Every city must set up its staff organization in a manner that will best serve its needs within the limitations of local conditions and resources; no uniform plan can be applied without modification. A

typical plan is presented here in outline form to illustrate the relative responsibilities of different types of workers and the lines of authority among the staff workers. All major types of playground personnel are shown on the chart with the exception of the district supervisor who is found only in the larger cities. It should be kept in mind that in most cities playground operation is only one phase—though an important one—of the recreation department's program, and in practice a departmental organization chart is more complex than the one shown here. Even so, the relationships of the playground workers as indicated in the accompanying diagram approximate those found in a majority of recreation departments.



CHAPTER XVII

Personnel Policies and Regulations

Every playground authority must adopt policies and procedures governing the working conditions, service and security of its employees. Personnel regulations are designed to give the effective worker reasonable protection in his job, provide satisfactory working arrangements and assure opportunities for advancement to deserving employees. They should also enable the authorities to eliminate workers who do not give satisfactory service. Rules affecting personnel likewise indicate the responsibility of employees for performing the tasks assigned to them, meeting their assignments satisfactorily and demonstrating their interest in the work and objectives of the playground department.

The power to determine salaries, employ workers, fix their conditions of employment and perform other personnel functions is sometimes indicated in the enabling legislation under which departments operating playgrounds are established. In such cases the playground authorities perform many of these functions independently; in others civil service authorities or other personnel departments may administer some of them. Even where recreation authorities have a large measure of responsibility, their workers are often included with the municipal employees under provisions covering such matters as accident liability, compensation and retirement.

Uniform procedure and regulations relating to such items as absence from duty, vacations, sick leave, promotions, rating and hours of service are important in every city. Copies of personnel regulations should be placed in the hands of everyone when employed, so

he can have no excuse for failure to understand and obey them. Several essential phases of personnel administration are discussed in this chapter; others such as the classification of positions and the recruiting, selection, appointment and training of workers were considered in earlier chapters. The discussion of local practices that follows should help playground authorities to adopt regulations affecting their own workers.

Hours of Service

A definite understanding as to the number of hours an employee is expected to work each week should be agreed upon at the time of employment. Specific hours of duty are regularly designated for playground directors, recreation leaders and specialists at the beginning of each season, but they cannot always be determined for the superintendent of recreation and the supervisors because of the nature of their duties. All workers are subject to call for overtime service when conditions require it, and department rules usually indicate that overtime work must be performed on request. Workers are seldom paid for overtime, because of budget limitations, but they are compensated by being granted a corresponding amount of time off when this can be arranged without detriment to the program. When a worker is assigned regular hours of duty, these are not to be changed without the approval of his superior. If he is called upon to work more than his scheduled hours on any day or to work on a holiday or on his regular day off, arrangements are usually made for him to take an equal amount of time off within a specified period.

The hours of service commonly required of playground workers vary from 36 to 44 hours per week, with an average of about 40 hours weekly. This is true of both summer and year-round workers employed on a full-time basis. A wide divergence is found in the specific hours to which playground workers are assigned for duty.

Responsibility for determining the periods and hours of work rests with the superintendent or general supervisor, and changes in schedule or exchange of work periods among workers on a playground are not to be made without his approval in advance. On summer playgrounds open morning, afternoon and evening, workers are generally assigned two periods daily. Schedules are often arranged so a worker will have at least one evening a week free in addition to Sunday, and schedules are staggered so no one will be

required to work more than four evenings per week. Year-round workers, except during school vacation periods, generally serve afternoons and evenings. Most playgrounds are open Sundays under a substitute or caretaker only, or with a curtailed staff. Playgrounds are closed holidays in many cities, although July 4th, and to a lesser degree Labor Day, are widely celebrated with special playground events. Where the playgrounds are open on all holidays except Christmas, directors who work on such days often receive extra vacation privileges. The ability to grant holidays off is limited by the number of available substitutes.

Playground workers are expected to report for duty promptly. They usually start work ten or fifteen minutes before the playground is scheduled to open in order to make necessary preparations preliminary to the opening. Where workers are assigned to conduct a special class or group they should be on hand prior to the time of assembly to make sure that equipment and supplies are ready for use and that they have time to dress properly for the activities. Similarly workers should not leave the playground before their time is up or the special activity period has expired. Tardiness in arriving at the playground or leaving early without permission or with no satisfactory explanation is generally considered adequate cause for a deduction in pay and, if repeated, for dismissal.

Attendance at staff meetings and other special meetings or conferences designated by the playground authorities is compulsory and a definite part of the worker's responsibility. Absence from such meetings, except for sickness or with special permission, results in a loss of pay or in a shortening of the vacation period.

Absence from Duty

The responsibility which the playground worker has for the safety and welfare of the children entrusted to his care cannot be overemphasized, and one of the most important rules governing his service is that he shall not leave the playground during the time he is on duty. To leave the playground without making proper provision for its operation during his absence is a serious offense. In case of a major accident on a playground where only one worker is employed, it is sometimes necessary for the worker to accompany the child either to his home or to a doctor or hospital. In such emergency cases a report should be made by phone if possible to the designated official and an available volunteer or a responsible older boy or girl left in charge during the worker's absence; or the chil-

dren may be sent home and the playground closed. In case a worker is taken ill while on duty, the office should be notified by phone and the worker should await the arrival of a substitute or carry out other instructions. Unauthorized absences, except for sickness, are cause for deduction in pay, and, if repeated, for dismissal.

Absences from the playground for the purpose of accompanying a team to another playground, taking a group on a hike or any other activity should be permitted only with the approval in advance of the superintendent or supervisor. The time of departure from the playground and the time of return to duty from such outings should be distinctly specified.

A worker who is unable to report for duty because of illness should notify the office at the earliest possible time in order that arrangements may be made for sending a substitute.

Substitutes

Playground departments sometimes employ substitutes who are assigned to different playgrounds to replace persons who are having regular time off. Substitute directors are occasionally used on Sundays and at other special times such as during staff meetings, but ordinarily they are called on for service only in case regular workers are unavoidably absent from duty. Playground authorities must arrange for qualified persons to be available for substitute service on call. Persons who have attended the training course or institute, but who have not been assigned to regular duty, frequently can be secured for such service.

Playground workers who are obliged to be absent from duty should notify the office or supervisor who arranges for the substitute. Workers should not send substitutes without permission. When a substitute is sent to a playground the director is officially notified; otherwise he should call the office to learn whether the person reporting for duty should be permitted to serve. If a worker fails to report at this playground the director is expected to notify the office and request that a substitute be sent. Adequate instructions should be given the substitute with reference to his duties.

Vacations

The granting of vacations with pay is a common practice among recreation departments employing year-round workers. The vacation policy generally goes into effect only after a worker has com-

pleted 12 consecutive months of service. The average vacation period is two weeks, although in a number of cities up to 30 days of vacation are allowed and increasingly authorities believe a one-month vacation to be desirable. As a rule, vacations cannot be taken during the summer, which is the season of greatest activity, on holidays or during school vacation periods. Otherwise, workers are given a choice insofar as the welfare of the department permits and substitutes are available. Many workers take their vacation at the end of the summer season. Vacation credits are not cumulative—they must be used during the year they come due. Part-time workers serving the year round receive the same number of days as full-time workers. Vacations are looked upon not as rewards for service but as opportunities for workers to gain recreation and rest so they will be more effective in the ensuing year.

Sick Leave

Most playground authorities grant their full-time workers a certain amount of sick leave with pay, though there is wide divergence in local regulations. Where civil service governs the employment of workers its rules determine the amount of sick leave granted the workers. Of 101 recreation departments reporting their policy in 1948 only 4 did not grant sick leave, and 19 others had no definite policy.[1] A majority grant their employees between 8 and 15 days sick leave with pay annually. Sickness privileges are occasionally granted only to persons who have been employed for a specified period, as for six months. Seasonal workers are not usually entitled to pay when absent due to illness, although some departments do not make deductions in infrequent cases of this sort. Illness in excess of a day or two requires the certificate of a physician if pay deductions are not to be made.

Special leaves of absence are granted year-round workers in case of illness in some places. As a rule, applications for such leaves must be addressed to the superintendent, accompanied by the statement of a qualified physician. The application must be filed well in advance of the date on which the worker wishes to start his leave in order that the authorities may arrange for a suitable substitute.

Special Leaves

Many recreation departments permit their workers to take advantage of opportunities for gaining knowledge and experience that

[1] *Recreation Salaries,* reprinted from *Recreation,* May, 1948.

will make them more useful to the department and more effective in their service. Increasingly, workers are permitted to be absent from duty with pay for a specified number of days each year for the purpose of attending recreation conferences and similar meetings. Except for the superintendent of recreation, workers are seldom granted more than a week for such purposes. The National Recreation Congress, district recreation conferences, meetings of state recreation associations and short-term training institutes are typical of the meetings which workers are authorized to attend.

Several recreation departments have granted workers leave of absence without pay for the purpose of improving themselves in their profession. Workers have enrolled in colleges and universities or have traveled extensively to observe recreation developments under such an arrangement.

Workers' Compensation

It is customary to include playground workers along with other city employees in insurance policies carried by municipalities under the state's workmen's compensation act. Playground authorities are thereby insured against possible accidents or injuries occurring to their workers while on duty. Insurance covering their workers must be carried by the playground authorities in some cities, and the cost is met from the recreation budget. The rates paid for such insurance vary in different cities depending in large part upon the classification under which the playground workers are grouped. Some cities pay exorbitant rates because their leaders are classified under "camp operations," "park workers" or some other heading with a high rate. Where leaders are classed as "teachers, professors and professional employees" the cost of compensation is relatively low. The rates for maintenance employees are appreciably higher.

Any playground worker injured while on duty must notify his superior or the department office immediately and must file an application for compensation without delay. Forms are sometimes supplied for this purpose. Unless this action is taken immediately, the employee may forfeit his right to compensation. The amount of compensation paid injured employees differs from state to state and also varies according to the worker's salary.

SALARIES

Experience has demonstrated that cities must pay salaries commensurate with the training and qualifications required for success-

ful service if they are to secure and retain competent personnel. The salary scale for playground workers must compare favorably with that in other fields, such as public education, in which the requirements are somewhat similar. The community that pays salaries so low that they attract untrained, incompetent leaders can expect only mediocre playground service. Persons interested in recreation as a career are entitled to receive a reasonable financial return for their work.

Any statement relating to specific salary scales has only limited or temporary value because of the changing level of prices and wages and the widely different pay scales for all types of workers in different sections of the country and in different-size communities. Salaries and wages tend to be lower in southern cities than in other parts of the country and in smaller communities than in metropolitan areas. The increasing tendency to employ recreation workers on a full-time, year-round basis and to recognize recreation leadership as a profession has resulted in an appreciable increase in recreation salaries in recent years, although the prevailing rates in many cities are not high enough to attract qualified leaders.

Representative data concerning the salaries of recreation workers were gathered in a study conducted in 1948 by the National Recreation Association.[2] The 112 recreation departments cooperating represented cities ranging from 6,837 to 3,396,800 in population, located in 36 states and employing more than 6,000 leaders. The median and the highest salary reported for each of five full-time year-round positions associated with playgrounds are recorded in the following table, which also indicates salary rates for each position recommended by a committee of recreation executives.[3]

Type of Position	*1948 Salaries* *Median*	*Highest*	*Recommended Salary Range*
Superintendent of Recreation	$4,550	$12,480	$3,200-$15,000
Supervisor of Playgrounds and/or Centers	3,000	5,300	3,600- 7,500
Supervisor of Special Activities	3,000	6,192	2,700- 6,750
Director of Playground and/or Center	2,460	5,400	2,400- 5,200
Specialist	2,460	2,766	2,400- 4,200

The wide range of the recommended salaries for the executive and supervisory positions is due to the fact that in the larger cities

[2] *Idem*, p. 5.

[3] *Personnel Standards in Recreation Leadership*, National Recreation Association, 1949.

the problems become more complex and require greater experience and maturity on the part of the worker; it is partly due to the varying salary scales in different parts of the country. The great variety in the outdoor facilities and especially in the indoor facilities at playgrounds and centers explains the need for a wide range in the salary paid for the position of director. Most of the cities paying less than the "median" rate were paying salaries that are considered low according to present day standards.

The playground worker who is employed for the summer only or who serves part time during another season does not consider this work as a profession, and the salary received is supplementary income rather than a primary means of livelihood. Seasonal or part-time service therefore does not always demand or receive as high compensation as full-time employment. This is revealed by the following table recording 1948 salaries paid seasonal workers and a recommended salary scale, compiled from the same sources as the preceding table:

	1948 Salaries			*Recommended*
Type of Position	*Median*		*Highest*	*Salary Range*
Playground Director	$32.50	(week)	$100.00	$ 40.00-$ 75.00
	140.00	(month)	269.00	150.00- 300.00
Recreation Leader or Assistant	25.00	(week)	35.00	35.00- 60.00
	140.00	(month)	269.00	
Specialist	40.00	(week)	100.00	
	135.00	(month)	250.00	150.00- 350.00

Workers employed as clerks, caretakers and for other maintenance duties are usually paid the local prevailing rates for such service.

The frequency, time and methods of paying salaries must also be determined by the playground authorities. Payrolls are made out on the basis of time sheets submitted by all workers, recording the hours each serves each day. Time reports are submitted each week, in most cities, and are either mailed to the central office of the department or are submitted at the staff meeting. It is fairly common practice for workers to be paid by check twice monthly.

Rating Workers

In a small city where only a few playground workers are employed, the executive can know each member of his staff personally,

follow his work closely and observe his growth and development. He does not need a device for rating his workers, although he seeks the opinion of his supervisors, if he has any, and compares it with his own. A definite system of rating workers is necessary, however, in larger cities in order to weed out the ineffective ones and give greater opportunity to those who deserve it. Otherwise guesswork or an unfair impression created by a single incident may influence decisions concerning promotions, transfers, salary increases or reappointment. Rating systems not only help assure fairness in dealing with workers but also tend to increase workers' efficiency and stimulate a desire for professional growth and advancement, especially when related to the salary scale.

A rating schedule furnishes one means of checking the qualities and effectiveness of workers and it is commonly applied, especially to playground directors. Ratings should be made periodically and several qualified individuals should have a part in the rating process; workers on the individual playgrounds are usually rated by the superintendent and the general and special supervisors. As far as practicable the items rated should be uniform, specific, and objective in order to facilitate the determination of individual scores. Factors commonly considered are personality, cooperation, dependability, initiative, organizing ability, intelligence, leadership, administrative ability, special knowledge, judgment, professional attitude, physical health. Unless these factors are expressed in fairly specific terms, however, fair objective ratings are difficult.

The rating system should be interpreted clearly to all workers and should be administered with fairness and consideration. Workers should be advised as to their ratings and be helped in overcoming their weaknesses and in developing their ability as leaders. Minor failures may best be pointed out immediately by the superior observing them, but glaring failures on the job or serious breaches of conduct are best referred to the superintendent. It is unfair to workers for a supervisor to create the impression that his work is satisfactory, only to learn later that the supervisor has given him a low rating. Frank but friendly criticism is appreciated by conscientious workers.

The Recreation Commission in Tacoma, Washington, rates its workers periodically and uses the accompanying form. It illustrates the qualities in a recreation worker that provide a basis for judging the effectiveness of his work.

RECREATION COMMISSION — CITY OF TACOMA WASHINGTON — RATING OF RECREATION WORKERS

Name of Worker__________________ Date__________________

	EXC.	GOOD	FAIR	POOR
I. PERSONALITY				
1. Neat, tidy, well-groomed appearance				
2. Cheerful and friendly with everyone				
3. Tolerant, open-minded interest in all groups and individuals				
4. Alert for new ideas				
5. Willingness to recognize limitations and ask for assistance from supervisors and specialists				
6. Cooperative attitude toward fellow workers, supervisors and patrons				
II. ADMINISTRATIVE ABILITY				
1. Keeps facilities and supplies in good condition				
2. Plans, publicizes and carries out suggested program to full extent of ability and facilities				
3. Shows originality and initiative in program planning and conduct				
4. Works with neighborhood groups and associations to advance interest of recreation program				
5. Dependent upon facilities, maintains well-rounded program of nature, crafts, games, athletics, music, dramatics, storytelling and special events				
III. LEADERSHIP				
1. Constantly seeks to bring more individuals into activities				
2. Through subordinates and volunteer leaders conducts several activities at one time				
3. Through own enthusiasm draws individuals into participation				
4. Appreciates individual ability and limitation				
5. Leads activities with the knowledge that recreation requires volunteer participation				
6. Uses past experience and special skills to enrich program and solve problems				
IV. RELIABILITY				
1. Submits reports promptly				
2. Is punctual in carrying out all time schedules				
3. Accepts full share of responsibility for city-wide programs				
4. Carries out in cooperative spirit departmental policies and requirements				

Tabulate number of excellent, good, fair or poor

NUMERICAL GRAND TOTAL

Allow 5 points for each Excellent, 4 points for Good, 3 for Fair, 2 for Poor. Add these and give final total in section above

____
Name of Rater

FORM 1. WORKER'S RATING SHEET

Other Employment Factors

A few additional factors related to the employment of playground workers will be considered briefly.

Promotion

Fill vacancies whenever possible by the promotion of workers within the department. This practice helps make recreation a career service and maintains the morale of workers, but it is predicated upon high quality of original selection. Additional training should count toward promotion only insofar as it is reflected in increased effectiveness on the job; academic credits alone should not insure salary increases or greater responsibility. Base promotion upon merit as determined primarily by service records and ratings and also by examinations, rather than upon seniority. Give employees every opportunity to qualify for positions of a higher grade in the department but intra-departmental promotions should not be rigid to the extent that they produce too much in-breeding. It is seldom desirable, for example, to restrict examinations for the higher grade positions to persons already employed by the department.

Executives and other authorities have an obligation to assist their workers to advance in the recreation field. Only through continuity of service can the benefits of training and experience be fully realized in the playground program. When the authorities can no longer offer capable, experienced workers positions of greater responsibility or pay a higher salary, they should encourage and assist these qualified workers to seek and find enlarged opportunities elsewhere.

Security

Competent personnel can be attracted and held in recreation service only under a merit system which gives the worker confidence in the tenure of his position. Tenure should be assured all employees rendering satisfactory service. No worker should be demoted or dismissed except for legitimate reasons such as inefficiency or violation of reasonable disciplinary codes, or without having an opportunity for a fair hearing by a responsible authority on the charges filed against him. On the other hand, public interest demands that tenure be applied only as long as a worker is doing a worth-while job in a satisfactory manner. Department heads and personnel boards should be free to invoke disciplinary measures when neces-

sary. Established records of fair rewards and punishments are basic to the recruiting and retaining of capable workers in the recreation profession.

Separation

A playground worker leaving the department is usually required to account for all equipment, supplies and other materials for which he has been responsible, and to complete all required records and reports. The final pay check is withheld until such reports have been submitted to the satisfaction of the department. In cities where civil service rules are in effect resignations are not accepted unless in writing. A worker who refuses or neglects to file a written resignation is considered absent without leave, and notice of his dismissal is sent to the Civil Service Commission. A worker should be required to give the department a reasonable time in which to secure his successor, in case he resigns his position. Workers are sometimes paid for accrued vacation time due them at the time they leave the department.

A definite plan of retirement, the cost of which is shared by the employee, is desirable for playground workers as for other city employees and increasingly they are sharing in retirement programs for municipal workers. Such a plan not only benefits the worker by assuring him a pension after he retires; it eliminates the need for keeping aged and disabled workers and makes possible the employment and promotion of younger, more capable personnel.

Automobile Allowance

Some places furnish a car to recreation executives and supervisors whose duties entail much travel within or outside the city. More frequently workers use their own cars and are given either a certain yearly allowance or are reimbursed on a mileage basis. The predominating allowance to executives in cities under 100,000 population in 1948 was between $300 and $400 per year; other workers were allowed less than $300. Some workers are reimbursed on a mileage basis. In such cases only trips representing department business are recorded and mileage reports are submitted monthly. No employee receives compensation for use of a privately-owned automobile on department business unless he has received specific authority for such use. Where allowances are made on a mileage basis, definite understanding is essential as to the types of uses for which the worker can expect reimbursement.

Private cars used for city business are sometimes covered by a blanket insurance policy paid by the city and covering personal injuries and damage to property of others while the cars are being used in this way. In other cases workers are required to obtain a rider on their personal policies to provide for the inclusion of the city as an extra assured. Workers, while using their cars for department business, are permitted to carry only other workers on duty with the department.

RAINY DAY PROCEDURE

Rainy days present few problems at playgrounds with ample indoor facilities, but on grounds with only a small shelter affording no room for activities it is impossible to conduct a program. Specific instructions need to be given all workers as to the procedure to be followed on days when it rains hard and continuously as well as in the case of showers or light rainfall. The great variety in instructions issued to playground workers as to rainy day procedure indicates this to be a problem which has no simple or universally applied solution. Naturally the facilities afforded at the various playgrounds and the playground hours need to be taken into consideration in determining a local policy. When playgrounds are provided with adequate buildings in which indoor activities can be carried on, rainy days necessitate changes in the program but not a cancellation of all activities.

Workers in some cities are instructed to report to the playground regardless of the weather conditions, and if it is impossible to conduct activities they must spend their time in repairing game and other supplies and equipment, cleaning and arranging facilities and preparing reports and programs. In other cities workers are instructed to call the office on reporting for duty in the morning and then to spend the day visiting the children's homes and getting better acquainted with the neighborhood. Or, workers must report to the department office for instruction in activities, for study or for staff meetings. Where playgrounds adjoin schools, workers transfer their activities to school buildings, if arrangements for such use have been made with the school authorities. When it has rained so hard that grounds are unfit for use, or if it is raining hard at the scheduled time of opening, workers at playgrounds without indoor facilities may not be required to report to their playgrounds until the rain has stopped and the grounds are fit for use. In many such cases,

however, they must call the office for special instructions or to secure approval for not opening.

If a shower comes up while the playground is in session, the playground should not be closed immediately. Workers should remain on duty until it seems certain that the rain will continue or until the grounds have become unfit for play. It is generally necessary to report by phone to the office before closing the grounds. Before leaving, the worker should make sure that all children have left. There is no uniform practice as to pay for time lost due to inclement weather, but in some communities summer playground workers are not paid for such time. Year-round workers, however, seldom lose any pay on account of the weather. In case of extended rainy periods, workers who are unable to work on their grounds may be assigned to other types of duty.

Attire

The personal appearance and dress of playground workers exert an influence upon the children coming to the playground and also convey to the public a general impression of the playground personnel and program. The costumes of workers on the job should therefore be in good taste, neat, clean, in good condition and appropriate for the duties to be performed. The worker needs to be dressed to take part readily in the various playground activities; high-heeled shoes, party dresses and stiff collars are obviously not appropriate.

Some recreation departments issue suggestions or instructions as to the type of clothing to be worn on the playgrounds. They usually take any one of the following forms:

1. General suggestions that clothing should be suitable (neat, clean, in good repair).

2. Specific suggestions as to the types of clothing that are most suitable and the kinds that may not be worn (to assure some degree of uniformity and appropriateness).

3. Specific information regarding an official costume or uniform (seldom required in towns and small cities).

Here are instructions issued to men in several cities:

Gray, blue or white trousers and white sport shirt
Neat, white slacks and T shirt
Khaki or tan shirt (regular or sport but not T); trousers, color optional

Gray cotton or gabardine trousers; gray T shirt, open-collar sport shirt or collar-attached shirt (T shirt may be white): if collar-attached shirt is worn, dark tie must also be worn. Gray sweat shirt may be worn over T shirt.
Navy blue sweater or jacket and gray flannel or worsted slacks. No jeans or corduroy trousers and no mustaches!

Climatic conditions in the city and the type of playgrounds influence the kind of clothing likely to prove most satisfactory, and in some sections of the country a different type of costume is needed at different seasons of the year. Sleeveless jerseys and shorts generally are not approved for men's wear.

Costumes are also commonly prescribed for women workers but because fashions in women's garments change more frequently than men's, more variation in the type of costume is usually permitted. Otherwise standard costumes need to be modified from time to time. Regulations often provide for a one- or two-piece sport type costume made in either skirt or culotte style and low-heeled shoes. The variety of approved costumes and the significance of care in the worker's dress are illustrated by the following statement from a bulletin entitled "Dress for Women Directors" issued in 1949 by the Los Angeles Department of Recreation and Parks:

"The job of a woman director requires many types of garments because she conducts many types of activities. Suits (tailored or dressmaker, skirts and blouses, one- or two-piece tailored dresses in solid colors, plaids, checks, or stripes are suitable for general playground wear. For gymnasium classes and indoor sports, tailored shorts and blouses are appropriate. Shorts should be in good taste and not extreme as to style. White or matching shoes and socks should complete this costume. For dancing classes, directors may wear garments similar to those worn for gymnasium classes or garments similar to those approved by universities for their dance classes. For special programs, parties, social events, and outings directors should dress suitably for the occasion. Hair and make-up should be in good taste. Hair should be fully dressed before going to work; pin curls or curlers are not permitted. All garments must be attractive, of good material, clean and well-pressed. Good material is a good investment; it wears longer, holds a better shape, and does not wrinkle readily."

Regardless of the type of costume worn, it is common practice to require all workers to wear an official insignia of some sort

when they are on duty—an arm band or an emblem sewed on a conspicuous part of the costume. In some cities the insignia bears the seal of the city or the department—in others it is in plain color. The title of the worker, such as "Director" or "Play Leader" is sometimes indicated on the uniform either by name or by a designated number of stars. This insignia identifies readily the director and other workers.

Personal Regulations

Many playground authorities and executives share the conviction that the personal standards which workers are expected to meet should apply to their individual conduct off the job as well as during working hours. A few authorities have specifically indicated the types of personal conduct which they believe unacceptable for a recreation worker. One commission, for example, does not approve the use of liquor as a beverage in any form on the part of its employees at any time. Specific regulations of this type are uncommon but there is widespread acceptance of the principle that, because of his relationship with the public, and especially with children, the recreation leader cannot serve the objectives of playground work unless he has a high standard of personal conduct. Profanity and off-color stories are obviously inconsistent with the desirable characteristics of a playground leader. Workers are commonly advised not to accept gifts or personal favors from individuals taking part in the program. They must also keep free from political entanglements if they are to render acceptable service to all the people. Playground workers are never permitted to smoke while on duty.

Regulations prohibiting employees on their own time from officiating at sports events, coaching teams or recreation groups or promoting any program or activity identical to those promoted by the recreation department are common. In some cases workers can engage in such activities only with the approval of the superintendent of recreation. Such regulations are designed to prevent workers from being identified with activities over which the department has no control but which because of the worker's connection with them might indicate its approval. Consent of the superintendent is sometimes required before a recreation worker may compete in a competitive game or event promoted by the department. In other cities workers may not be a member of a team that plays a league

schedule but they are eligible to participate in short tournaments, Sunday play and special events which do not interfere with their working hours.

CHAPTER XVIII

Use of Areas and Facilities

Playgrounds represent a large investment in public funds and they must be used to the best advantage if they are to yield maximum benefits to the people. Policies must be adopted and rules formulated to assure the most advantageous use of playgrounds and to prevent individuals or groups from monopolizing the facilities. Playground authorities need to determine the hours during which leadership or other supervision will be provided, the seasons in which the areas will be operated and the conditions under which special facilities will be made available to individuals and groups. Methods commonly used in administering playground areas and facilities and regulations governing their use are described in the pages which follow.

Hours and Seasons

Determination of the hours during which the playgrounds are to be open under leadership and the number of weeks during which they are to be operated is a problem closely related to that of organizing the playground staff. It also has a direct relationship to the preparation of the playground budget. Its solution involves a consideration as to how the available funds, workers and facilities may be utilized most effectively to serve the varying needs of the people in a particular city.

Seldom set the same hour for opening and closing all the playgrounds in a city because varying conditions in the neighborhoods

and on the playgrounds make it desirable to open some centers for longer sessions than others. A short playground day may be satisfactory for small playgrounds affording only a few facilities that appeal to a limited age group, whereas a large, fully-equipped playground should be open from early morning till dark. In high-income residential neighborhoods where children have many play opportunities at home or many other activities to engage in, the playground may serve adequately if open for short periods. Playgrounds in crowded neighborhoods which afford the only available outlet for wholesome play should be open continuously throughout the day and evening. Climate, too, is a factor, and in many southern cities the intense heat during the middle of the day makes its practicable to operate summer playgrounds only in the early morning and in the late afternoon and evening. Playgrounds which are completely enclosed are usually available for use only when leaders are present, for at other times the gates are locked. Park and other unenclosed playgrounds are commonly open for use at all times.

The playground day during the summer months is usually from 9 A.M. till 8:30 or 9 P.M.; often no definite closing hour is specified but the playground is kept open till dark. Occasionally, in case of special evening events held either indoors or outdoors, the playground is kept open until 11 P.M., but only with the approval of the executive or supervisor in charge. Lighted facilities on areas are seldom used after 10 P.M. Since most playgrounds are in residential neighborhoods protests are likely to be made if the lights are used later than ten o'clock. In some cases the morning session is omitted or the playground is closed for an hour or more at noon and again at the end of the afternoon. Playgrounds in small communities are frequently closed Saturday evenings, and in some cities only one or two sessions are held on that day. Local conditions and habits need to be considered in fixing the specific hours that are best for a particular playground.

The widespread adoption of daylight saving, which has made possible a longer period of evening play, and the increasing use of playgrounds by young people and adults have stimulated a demand for evening operation. Where lights have been installed at ball diamonds, tennis courts and other playground facilities, the periods of daily use have been appreciably extended and the season of play lengthened. In view of the heavy attendance during the evening hours, some cities where limited budgets do not permit operation three periods daily close their playgrounds during the morning hours.

At playgrounds where the season has been extended to include several weeks in the spring and fall, leadership is commonly provided from about 3 P.M. until dark on school days and all day Saturday. If playground facilities have been lighted, they are also used during the evening hours. Most playgrounds open under leadership the year round either have a recreation building or adjoin school buildings with facilities that can be used by playground groups. Many of these centers are operated from 3 P.M. throughout the evening; morning schedules are not practicable because of the limited attendance or because the facilities are being used by school groups. Some playgrounds, however, are open at 9 or 10 A.M. During school vacation periods it is customary for leaders to be on duty throughout the day.

In some cities where no regular program is conducted during the winter months special outdoor winter activities are provided when the weather permits. On playgrounds where ice skating is possible, for example, rinks are constructed and maintained whenever the temperature falls to a point where ice can be formed. Supervised coasting is provided on areas with a natural slope or where sled slides have been constructed. Special snow or ice events are organized and snow games and contests arranged when the weather permits. An alert executive can enable a large number of children to take part in winter sports at a slight expenditure of funds and can extend these opportunities to young people and adults, especially at night-lighted areas.

Playground authorities cannot be expected to meet fully the growing demand for an extension of the playground day and season unless budgets are increased proportionately. For this reason they should keep careful records of attendance and service during different periods at each center in order that they may have a sound basis for readjusting the playground hours and workers' assignments as the need arises.

Sunday Operation

The prevailing practice with reference to Sunday operation varies widely. No playground leaders are present on Sunday and no activities are promoted in a majority of the smaller cities, although a caretaker is sometimes on hand to preserve order and to issue play equipment. Small playgrounds, especially if fenced, are usually closed, but larger areas which provide facilities used by young people and adults are generally open for games and informal play.

In the larger cities limited leadership is provided at least on Sunday afternoon, but a program of activities is rarely carried on. Since Sunday is the only day on which many people have an opportunity to take part in outdoor play activities, the use of public recreation facilities should not be denied them, and in some neighborhoods a Sunday program under leadership may be justifiable. Authorities should make certain, however, that the activities do not disturb religious services in churches located near the playgrounds and should not schedule activities that will conflict with the regular church program. Public opinion and the needs of the individual community or neighborhood should determine the extent to which playground service should be provided or facilities be used on Sunday.

Facility Regulations

Regulations governing the use of wading pools, ball diamonds, tennis courts and indoor facilities on playgrounds are discussed in the pages that follow. Rules for the use of playground apparatus relate primarily to safety and therefore appear in Chapter XXIII.

Wading Pools

Varying local conditions and policies cause differences in the wading pool regulations adopted but the rules that follow are typical. Others are given in Chapter XXIII.

1. Keep the wading pool, while filled and open for use, under constant supervision. (This rule is not observed at shallow wading pools in some cities.)
2. Permit only boys and girls under 14 years of age to use the wading pool.
3. Have children wear bathing suits while using the pool. Permit children not wearing a bathing suit to *wade* only.
4. Never allow children with skin diseases, open sores or colds to enter the pools.
5. Treat the water daily with a suitable disinfectant, in quantities recommended by the city's health department on the basis of actual tests.
6. Drain and empty the wading pools at the close of the playground day each Wednesday and Saturday. (The size and type of pool and intensity of use determine how frequently changes should be made.)

7. Have caretakers scrub, flush, clean and fill pools early on Monday and Thursday mornings so they will be ready for use by 10:30 A.M.
8. Clean out the sand trap at least once each week.
9. Leaders must caution children not to enter the pool when they are indisposed or when overheated.
10. Children should not be permitted to stay in the pool for long periods, especially on cool days, and should be required to leave the pool when they give evidence of being chilled.
11. Spitting, throwing objects, ducking and rough play in the pool will not be permitted.

A few playground pools have a maximum depth of water of 24 inches or more and are therefore essentially children's swimming pools. At such pools rules designed to assure sanitation and safety comparable to those at a swimming pool are required. Rooms for changing and storing clothing are needed; and facilities for taking showers with soap and warm water are essential, since children should be required to take a shower before entering a pool of this type.

Baseball and Softball Diamonds

Because the demand for baseball and softball diamonds exceeds the supply in most cities, playground authorities need to adopt rules that assure fair treatment to teams and maximum use of their diamonds. The proportionately large amount of space required for baseball and softball sometimes makes necessary rules specifying for each playground which type of game can be played, the size of ball that can be used, the hours at which games can be played and the ages that are permitted to play. Most playgrounds are too small to permit baseball to be played in safety; others are large enough to permit juniors only to play. Some playgrounds have a softball diamond suitable for use by boys and girls but not large enough for adult play. Consequently no regulations can be applied uniformly to all playgrounds, but where suitable facilities are available, rules governing their assignment and use can be adopted.

Intra-playground league games are arranged and schedules involving the assignment of diamonds are worked out by the playground director, who also assigns periods for practice. Games and practice periods are usually arranged so one age group uses the facilities in the morning and another in the afternoon. The needs of girls teams are not overlooked. Use of diamonds after 5 P.M.

and on week ends and holidays is commonly restricted to teams of young people and adults. The period allowed for a game of baseball is usually 2½ hours; for a game of softball, 1½ hours. Briefer periods are commonly allowed for practice.

In the small community with a single playground the director has full charge, but in most cities the authority to grant permits for playground diamonds is divided between the director and the supervisor of athletics and sports. In such cities the assignment of diamonds after 5:00 P.M. and week ends for scheduled games or practice periods is made a responsibility of the department office or sports supervisor. At other times the playground director grants the permits and makes the assignments for both types of use. The director is free to request permits for evenings and week ends by neighborhood or playground teams at such times as the diamonds are not scheduled for city-wide play; and the sports supervisor can also request the use of diamonds during the day, provided they are not in use by playground teams. This arrangement tends to assure full use of the facilities, even though responsibility for the granting of permits is divided. It enables a larger number of teams to be enrolled in city-wide leagues and thus increases the amount of competition in the sport. At the same time it gives the director an incentive to make full use of the diamonds during the day and does not deter him from promoting play between adult teams organized in the neighborhood.

Playground directors in some cities have authority to issue all permits for the use of diamonds on their playground or to allow the sports supervisor to schedule games with their permission for periods when playground teams are not using the diamond. A sound principle to follow in allocating the use of playground diamonds is to give first preference to teams organized on the playground, then to care for school teams and others affiliated with the department, and finally, if time is still available, to serve independent groups. Softball diamonds at some playgrounds are reserved one or more evenings a week for use by informal neighborhood groups or for slow-pitching games for older men. At playgrounds with two diamonds, one may be reserved fully for use by local playground groups, while the other is made available primarily to city-wide leagues.

Rules. Rules relating to the reservation and use of municipal baseball and softball diamonds vary, depending upon local policies and conditions, and they usually apply to diamonds at playfields even

more than at playgrounds. Items covered by such rules usually include the following:

1. Place where reservations can be made. This is usually at the playground itself or at the recreation department office.
2. Hours per day and days per week when reservations can be made. These can usually be made at any time at the playground but specific hours are usually indicated for the department office.
3. Methods by which reservations can be made. Managers may be required to come to the office, though requests may be made by mail or by telephone in some cities.
4. Who may request a reservation. It is customary to require a team desiring to use public facilities to register with the department. Registration forms are generally supplied for this purpose.
5. What fees, if any, are required for use of diamond. Such fees are not customary at playgrounds.
6. How many practice periods are permitted. These are usually restricted to one per week.
7. Length of period covered by the reservation.
8. Length of time a reservation may be made in advance of playing date.
9. Number of reservations granted to a team at one time or time between them.
10. Procedure for cancelling reservation. Managers are usually required to notify the department office a certain time before the game and to notify the opposing manager.

Other rules relate to the conduct of the game and the players and include such items as:

1. Use of uniforms and equipment. Types of shoes or other prescribed apparel is sometimes specified; also the use of masks by catchers, and of bats with safety grip.
2. Condition of grounds. Responsibility for determining whether the diamond is in condition to permit play is usually assigned to a specific official, whose decision is final, or the caretaker may have the deciding voice.
3. Conduct of players and spectators. The team managers are usually held responsible, and in case of disorder or violation of rules future reservations are denied offending teams.
4. Starting the game. If teams do not appear within a specified time, usually twenty to thirty minutes after the game is scheduled to start, the permit is considered cancelled.
5. Overtime games. Teams must relinquish the field at the end of

the period specified unless holders of the reservation for the following period agree to a continuation of the game or inning.

6. Night games. At lighted diamonds, warning must be given teams a certain time before the period ends and conditions for continuing play beyond this period must be clearly indicated.

7. Property damage. Responsibility for paying the cost of broken windows or other property damage should be indicated.

Each reservation or permit should specify clearly the date, time and diamond or field to be used. The name or number of the diamond is especially important if the game is to be played on a field with several diamonds. Managers of all teams applying for a reservation should be furnished with a set of the regulations; these are sometimes printed on the application form.

Tennis Courts

The adequacy and distribution of courts in a city, the type of surfacing and the number of courts in the various centers are factors that influence the kind of rules which govern the use of courts. Some rules are fairly uniform. Most cities require players to wear tennis shoes, forbid rallying on the sidelines while courts are occupied, request players to observe tennis courtesies and restrict evening and week-end play to persons 16 or 18 years of age and over. Regulations governing the making of reservations, periods of play, tournaments and other factors, however, vary widely.

Some require that all reservations be made at a central point; others provide for all reservations to be made at the courts; sometimes both methods are in use. In many cities each person who wishes to play tennis must register with the department. A nominal fee is usually charged for this and persons who register receive a badge or card which shows they are entitled to use the courts. Where a caretaker is on duty at a battery of courts, reservations are often made with him; in other cases players may sign up for a particular court on forms posted near by.

Few playgrounds have more than two or three courts and consequently do not require the services of a special caretaker for the courts. It is impracticable to collect a fee, so a majority of playground courts are free, especially if they are paved. Since most persons using the courts live in the vicinity of the playground, a system of reserving them at the playground is satisfactory to the players and relieves the central office of much clerical work. On the other hand, in cities where courts are concentrated in one or two

centers, the collection of fees and the reservation of courts by telephone may be justified. Adopt a system which is most convenien to players, assures equal opportunity to all and involves the least relative expense to the department. The advice of a Tennis Advisory Council or Association is sometimes sought in the formulation of tennis rules and policies.

The following suggestions are offered for the reservation of courts in a city where they are widely distributed and where no charge except a registration fee is made for their use:

1. At the beginning of the season have players register at the department office. This procedure gives an accurate list of the tennis players who use municipally-controlled courts regularly.

2. Give players numbered membership cards or badges which must be displayed whenever they claim a court. These will provide a means of identification for players.

3. To cover the cost of registration, charge a nominal fee for adults and a lower one for juniors.

4. Each morning post at the courts reservation forms for the following day's schedule of each court.

5. Permit players to make reservations at the courts for only one hour each day. Require them to enter their names and numbers on the reservation forms.

6. Allow reservations to be made two days in advance of play at certain hours each day, either by phone or by calling at the department office, for the convenience of those who do not live near the courts. For example, reservations for Thursday may be made on Tuesday from 3:00 to 6:00 P.M.

7. Collect preceding day's forms each morning and keep for future reference.

Rules. Regardless of the method used for the reservation of courts, rules such as the following are commonly adopted.

1. Courts are reserved for a period of one hour.

2. Persons with reservations who reach courts 15 (sometimes 20) minutes late cannot claim reservation if court is occupied.

3. Children under 16 years of age are not allowed on courts after 1 P.M. on Saturday, at any time on Sunday or before 8 A.M. or after 5 P.M on other days. (In some cities children are permitted to play with their parents at such times.)

4. In case a court is not occupied, any person may play on it until the time of the next reservation.

5. Persons playing singles are expected to play doubles when

others are waiting to use the courts. Courtesy demands that the two using the court invite into the game those who are waiting.

6. One person cannot continue to hold a court if others are waiting to play. If four others come along, they may use the court; if two people wish to play, the person who was holding the court should be invited to join them.

7. Anyone reserving a court but unable to use it should cancel his reservation. Repeated failure to do this may result in exclusion of the person from further use of courts.

8. Players must use their own names and numbers when reserving courts. Violations of this rule will bar players for the remainder of the season.

9. Players cannot reserve a court for more than one period at a time. They cannot sign for another period until they have completed their one period of play.

10. No person is permitted to reserve a court for more than one period in one day. He has the right to use a court which is free, however, even though he has played during a reserved period.

11. Persons cannot play on clay courts with shoes with heels or a straight edge suction sole.

12. The director or caretaker determines when players may use courts after a rain and may prohibit players from using a court while he is rolling, sprinkling or marking it. (A definite schedule of court maintenance, subject of course to weather conditions, makes it possible to close the courts to players during specified hours, thereby reducing delays and disappointments to persons who otherwise might sign up for these hours.)

13. Tennis tournaments cannot be scheduled at playground courts except with the approval of the superintendent.

14. In the interest of the tennis public, violations of rules should be brought to the attention of the playground authorities.

Indoor Facilities

Rules needed for the use of indoor facilities on the playground depend on the nature of these facilities. Some playground shelter buildings contain only one small room that can be used for recreation activities and this room is used primarily by groups organized as a part of the playground program. Unless the building is equipped with a heater, it is available for use only during the summer months. During this season the activities promoted and conducted by the playground staff are likely to require full use of the

room and outside groups have little if any opportunity to use it. In such cases only a few informal rules are needed in order to assure proper use and care of the facilities by the playground groups who are under more or less constant supervision.

If the building is heated, however, permits are frequently granted to neighborhood groups desiring to conduct meetings or activities in it during the fall, winter or spring. These permits may be for a single period or may cover a specified time each week for several weeks, depending upon the demands for the facilities.

Recreation buildings, some with a gymnasium but more frequently of the clubhouse type, have been built at a large number of playgrounds or at playfields with playground facilities. Such buildings usually have a large assembly hall or recreation room and one or more smaller rooms suitable for club meetings or recreation groups. Specific rules need to be adopted governing the reservation and use of these facilities. Most recreation departments have adopted the basic policy that the buildings are primarily for the department's own program, and members of the playground staff are expected to schedule its activities as completely as is practicable and economical. Buildings are made available to others only when not needed for the department's activities or for groups sponsored by it. Preference in granting applications to others is given to neighborhood groups open to the public and democratic in character, civic agencies and organizations such as the scouts or parent-teacher associations. If the facilities are not fully utilized by such groups, they are then assigned to private, exclusive membership groups.

Activities promoted by the department are scheduled by the leadership staff with the approval of the director, who also usually approves the granting of regular time in the building to groups sponsored by the department or affiliated with it. These groups file with him detailed information relating to such items as their membership, officers and financial condition. All other groups are required to file an application for a permit to use the building, using a form furnished by the department. Approval of the superintendent of recreation or the recreation authorities is required in some cities before such permits are issued. Organizations requesting a permit to hold regular meetings in a playground building should be required to submit a list of officers and members, to state their purpose and, in the case of children's or youth groups, to include the names of their sponsors or advisers.

All permits should specify the hours during which they are to be in force, the rooms or facilities to be used, the special rules to be

observed relative to smoking, chaperons, care of equipment, decorations, responsibility for payment of janitor (if a condition of the permit) and liability for property damage. A member of the playground staff should be on duty at all times the building is in use, and in case of a large attendance, additional police protection may be requested. If the group is to use dining-room or kitchen equipment a deposit is sometimes required to cover breakage.

Policies vary as to what charges if any are made for the permits. Usually agencies organized for a civic purpose are given a free permit, whereas organizations conducting activities for the exclusive benefit of their restricted membership are obliged to pay a nominal fee. Organizations granted a permit for use of a playground building are seldom allowed to charge admission, except with the approval of the director or executive, and then only when funds are to be used for some civic project or to defray the expense of the occasion.

Oakland, California. The Recreation Department of the City of Oakland, California, has adopted policies and issued a comprehensive set of rules on public use of its field houses and clubhouses. No charge is made to school age groups for morning or afternoon use, but a nominal evening charge is made. Adult recreation groups are charged rates varying from 25 cents to one dollar per hour and private groups, from 50 cents to $2.50 per hour. Nominal additional charges are made for special facilities and services. The Oakland policies and rules that follow illustrate the factors that require consideration in the loaning of indoor facilities to community groups.

Policies

1. Primarily, the clubhouses, field houses and community centers under the jurisdiction of the Board of Playground Directors are intended for recreational use in conjunction with the Recreation Department's activities; others may use them with preference given first to character building and other organizations of school age children under adult leadership; secondly, to organized adult recreational groups, and, lastly, to other adult groups who might be using the facility for a private group activity.

2. Groups having exclusive use of a clubroom and facilities shall be composed of 15 or more persons.

3. An employee of the Recreation Department shall be on duty at the clubhouse, community center or field house whenever such buildings are used by the public.

4. Service charges do not apply to groups within the Recreation Department's activities program that may use clubhouses, field houses or community centers.

5. Related groups, definitely organized around the regular use of a Recreation Department facility, are permitted to use a field house or clubhouse for one monthly meeting, not to exceed four hours, without payment of the usual charge, provided this activity does not conflict with the regular use of the said building by the Recreation Department.

6. Admission charges for events in Recreation Department facilities must not be collected from the general public at the door.

General Rules

1. Permits for use of the clubhouse by School Age Groups will be issued *only* to the adult leader or chaperon responsible for the conduct of the group while using the facilities of the Recreation Department. The group must at all times be under the direction of its own adult leadership while using the Recreation Department's clubhouse and facilities.

2. Adult Groups are considered any organized club. To qualify for this adult group rate, any club making use of the Recreation Department's facilities must present an authorization for a reservation, signed by the president and secretary of the organization. All such clubs shall maintain current lists of officers, with addresses and phone numbers, and term of office, with the club director.

3. Private Groups are groups of children or adults using the Department's facilities for private parties, and organized groups using the clubhouse to raise money, and groups requesting exclusive use.

4. The service charges cover the cost of supervision and the use of the equipment provided in each individual facility.

5. Each group must fill out completely an application upon making a reservation.

6. Reservations to use the clubhouses should be made by groups through the playground director on duty by paying the service charges for the period desired when the reservation is made. Reservations should be made more than two weeks in advance of the date desired.

7. Refunds will be made on a reservation only if two weeks notice is given in advance. Refunds cannot be made by the director.

8. When a group or individual, in any manner whatsoever, undertakes to raise money beyond that needed to meet the service charges

and cost of refreshments and music, and if such money is not to be used for the welfare of the immediate community, service charges will be based on the rate charged for private groups. Before a reservation for a money-raising event can be made, a permit must be secured for holding such events as follows:

For benefit dances: From the City Clerk and Police Department.[1]

For benefit card parties and sales: From the office of the President of the Alameda County Charities Commission and the Police Department.[1]

Permission to hold such an event in a Recreation Department building must be secured from the Superintendent of Recreation. Night events may only be held on Monday, Tuesday and Wednesday evenings. Any group or individual sponsoring a money-raising event in the clubhouse or field house of the Recreation Department shall, upon conclusion of the event, present a written accounting, in duplicate, of all receipts and expenses and evidence of the disposition of the proceeds. Failure to present such a statement to the satisfaction of the Board of Playground Directors shall constitute grounds for revoking or denying other permits to the same group, organization or individual.

9. Clubhouses always should be left clean and in orderly condition; dishes, chairs, tables, etc., should be put back in their customary places.

10. The clubhouses are municipal buildings. Serving any refreshments that contain liquors will be grounds for the cancellation of the permit. No subsequent permit will be granted to groups not living up to the letter and spirit of this regulation.

11. People must not put ashes or stubs on the floor. Clubs must provide their own ash trays.

12. The directors in charge of the clubhouses are not present to do janitorial work. Their presence is required by the Recreation Department for the purpose of seeing that the people obtain the most satisfactory use of the clubhouses and its equipment, and to assist groups in recreational activities.

13. The clubhouse must close at twelve midnight. Exceptions must have the approval of the Superintendent of Recreation.

14. Any club or organization which abuses the privilege of using the buildings or equipment will be deprived of using them at any future time.

15. Breakage or damage of equipment must be replaced or paid for at our cost.

[1] This is a requirement under a City ordinance.

16. Recreational buildings or grounds are not to be used for denominational or sectarian purposes.

17. The use of recreational buildings or grounds shall not be granted, permitted or suffered to any individual, society, group or organization which has as its object or as one of its objects, or is affiliated with any group, society or organization which has as its object or one of its objects the overthrow or the advocacy of the overthrow of the present form of government of the United States or of the State of California by force or violence or other unlawful means.

18. Permits will not be granted for the personal or individual use of Recreation Department property or equipment.

19. There shall be no distribution of pamphlets, or demonstrations or sale of any article for private pecuniary gain by any organization using Recreation Department facilities.

20. Permits for the use of Recreation Department buildings for meetings at which their will be a discussion of civic and political problems will be granted only when such meetings are open to all who desire to attend.

21. Permits may be revoked by the Superintendent whenever the use of the clubhouses and/or other facilities may interfere with the regular use by the Recreation Department, and where there has been a violation of these regulations.

22. Any request for exception to the above rules or service charges for the use of clubhouses and facilities must have the approval of the Board of Playground Directors.

School Buildings. The only indoor facilities available to the children attending most school playgrounds are in the school building, so arrangements must be made with the school authorities to have access to these facilities. The problem is relatively simple if toilet rooms and the playroom are directly accessible from the playground, but unfortunately this is often not the case. Provision must be made for the children to use the building, especially during the summer months, and yet they must be restricted to rooms designated for use by playground groups. A definite agreement must be reached in advance of the playground season as to the rooms that are to be used and the conditions of use. Folding gates are sometimes installed in corridors to prevent children from entering other parts of the school building. Except on rainy days or at periods when special indoor activities are scheduled, children should be encouraged to play outdoors and should not be permitted to loiter in or run about the school building.

Wherever school rooms are to be used for playground activities, an agreement is necessary as to the types of activities that will be carried on and the use of the facilities in the room. All supplies are usually furnished by the playground authorities. The leader in charge should be the first to enter the room and the last to leave it when the activity is ended. Special precautions need to be taken when manual training or similar rooms are used for hobby and craft groups. Rules sometimes specify that no power equipment is to be used, and the fuse boxes are to be removed and gas lines disconnected before the opening of the summer playground season. When a shop is to be used by playground groups, the craft specialist or playground director should submit to the teacher in charge a list of the tools he would like to have made available. This list is carefully checked before the summer program starts and again in the fall. Agreement as to responsibility of the playground authorities for repairing damage to school property incurred while they are conducting the program should be reached before the opening of the playground season.

General Regulations

Many playground authorities have adopted rules governing the general use of public playgrounds under their control. Such rules usually apply to all the playgrounds, although modifications occasionally need to be made for the use of individual areas. Some playgrounds, for example, are restricted to children under a certain age. The rules inform the public as to its responsibilities while using the playground, indicate the conditions under which they can be used, define the position of the managing authority and aid in the enforcement of proper conduct on the part of playground patrons. Like all other rules relating to the playground, their chief purpose is to protect the interests and safety of the public, to prevent misuse of the playgrounds and to assure the greatest service to the largest number of people. They prove useful to the playground director in dealing with thoughtless, disorderly or unreasonable patrons, because they give him authority that might otherwise be questioned. Regulations should be posted, in order that the persons using the playground may become familiar with them.

Local regulations vary and are modified from time to time as experience indicates the need for changes. Rules generally prohibit the sale of goods, advertising or any other form of commercialized activity on the playgrounds. They forbid the bringing of animals

into the playgrounds, even dogs on a leash, not only for safety measures but also for sanitary reasons. Activities such as archery and baseball are permitted only at specified locations and roller skating and the riding of bicycles is usually forbidden, in the interest of safety. Firearms and liquor cannot be brought on the playgrounds in most cities and the lighting of fires except at designated places is not permitted. Rules sometimes specify the type of clothing that shall or shall not be worn by players and proscribe various forms of improper conduct.

The following set of rules illustrates the types of regulations that are commonly desirable on a public playground:

1. No person shall cut, injure, deface, remove, or disturb any tree, shrub, building, fence, bench, or other structure, apparatus or property; or pick, cut, or remove any shrub, bush, or flower; or mark or write upon any building, fence, bench, or other structure.
2. No person shall make or kindle an open fire except in picnic stoves provided for that purpose.
3. No abusive, profane or indecent language, or any conduct that may annoy others, shall be allowed.
4. No animals shall be led or let loose in the parks.
5. No person shall carry firearms or throw stones or other missiles.
6. No person shall sell, offer, or solicit for sale any goods or merchandise without a special permit.
7. No person shall use, consume, carry or bring any alcoholic beverage in or upon any park.
8. Betting, gambling in any form, or maintaining any gambling equipment is prohibited.
9. The playing of baseball is prohibited except at diamonds expressly set aside for this activity.
10. It shall be unlawful for any person to hold, conduct or address any public assemblage, meeting or gathering or to take part in any public debate or discussion without first having obtained a written permit.
11. No person may remain, stay, or loiter in the park between the hours of 11 o'clock P.M. and 5 o'clock A.M.
12. No person without authorization shall distribute any circulars, cards, or written matter or post, paste, or affix any placard, notice or sign within any park.
13. No entertainment or exhibition shall be given in any park except under the direction of or by permission of the Recreation Commission.

CHAPTER XIX

Finance

Money is needed to acquire, equip and operate playgrounds. In the early days of the playground movement playgrounds were financed by the contributions of individuals, and the raising of funds for equipping and conducting playgrounds was an important responsibility of private agencies engaged in playground work. The financing of playgrounds has since been widely accepted as a responsibility of local government. Comparatively few playgrounds are now financed entirely or in large part by private funds, and yet private generosity still makes possible a playground program in dozens of communities. Most playground authorities, however, no longer conduct campaigns for funds, rather they secure from the local appropriating body funds with which to maintain and extend the playground facilities and service. As previously pointed out, legislation authorizing municipalities to acquire and operate playgrounds generally provides the legal basis for appropriations and expenditures. Playground authorities have the responsibility for interpreting to the city authorities and the public the financial needs of their department and for administering wisely the funds allocated to their use. In most cities funds for playgrounds are included in the budget appropriation of the department operating them, along with items covering other phases of the department's work. Special appropriations for playgrounds are seldom made in cities conducting year-round recreation programs.

Sources of Funds

Playground funds are expended (1) for acquiring and developing areas for playground use, and (2) for operating and maintaining them. Money spent for the former is known as a capital expenditure or outlay, and for the latter, as a current or operating expenditure. Funds for both purposes sometimes come from the same source, but different methods are often used for raising money for capital and for current expenses.

Capital Expenditure

Purchase of land and major improvements on playground property have been financed in most cities through funds raised by the sale of bonds. Bond issues usually require a referendum vote of the people, though bonds or long term notes are sometimes issued by action of the city council. In a few cities the purchase of land and its development for playgrounds have been financed in whole or in part by direct assessment upon property holders who have benefited by the improvement. Gifts of land or of money for the purchase of land or for the equipment of playground areas have been made by public-spirited citizens in hundreds of cities. Some gifts have included funds for the operation or maintenance of the properties. Capital items are sometimes financed out of current revenues on a pay-as-you-go basis, and small items are commonly included in the annual budget of the department. Special annual tax levies for a period of years have been authorized in a few cities to finance the acquisition and improvement of recreation areas, including playgrounds.

Operating Expenditure

Current operating costs of playgrounds, unlike capital expenses, have been met largely through annual appropriations from general city, park or school tax funds. The recreation authorities submit a tentative budget, including playground items, each year to the appropriating body for review and approval, as the other departments do. The amount allocated to the department is then included in the city or school budget and the needed funds are raised by general taxation. Some cities, however, support their playgrounds through special municipal or school tax levies, which are authorized in several state recreation laws. In such cities the amount of the tax is usually fixed at a certain number of mills on each dollar of

assessed valuation, although a range is sometimes indicated. Supplementary appropriations by the city or school district are authorized and are sometimes granted. The amount received from a tax levy is approximately the same each year except as the ratables are changed or a different levy is authorized.

Supplementary income is sometimes secured through fees and charges for the use of playground facilities, for special instruction or service or for admission to playground entertainments. There has been a growing tendency to charge adults for the use of public recreation facilities but most playground services are free. Fees usually have been applied to facilities such as golf courses, beaches and swimming pools, and, in a lesser degree, to tennis courts. Charges for both children and adults are customary at playground swimming pools, although certain free periods for children are the rule. Fees are also collected at some playground tennis courts, though the income seldom warrants the cost of collection and the fee may discourage use by the very people for whom the courts were built. Meters are commonly installed at tennis courts lighted for night play, even though the courts may be used without charge during the day. Organizations and outside groups are required to pay nominal fees for the use of rooms in clubhouses or recreation buildings, as mentioned in the preceding chapter. Charges are seldom made for admittance to playground events or for participation in playground activities, except in the case of handcraft classes, where members are sometimes required to pay for the materials used in making objects which they retain. Another is in the case of adult league teams, which usually pay an entry fee to help defray the cost of league officials and supplies.

Playgrounds in some communities, as pointed out early in the chapter, are still financed by private funds. These come from the community chest, from memberships in a playground association, from a community-wide campaign or from the treasury of a local sponsoring organization. In cities where public funds are used, the amount appropriated is often insufficient to carry on an adequate program; so local organizations or individuals contribute additional money, usually for specific features such as awards, special events, transportation or play materials. Playground councils in some cities raise funds for the purchase of apparatus, refreshments for special days or other purposes not provided for in the playground budget. The money contributed from private sources makes possible or enriches the program in many communities, but it represents only a small percentage of the amount spent for playgrounds each year.

The Playground Budget

Responsibility for raising the funds needed to carry on the playground program rests primarily with the duly constituted officials in the municipal government, usually the mayor and council, or in the school or park board. The preparation and administration of the recreation budget are tasks belonging to the playground authorities. A budget has been defined as an estimate of proposed expenditures for a given period or purpose and the means of financing them, as expressed in appropriation and revenue acts, ordinances or resolutions. Provisions for financing playgrounds and authorization for expending funds allocated for this purpose are in most cities included in the comprehensive budget adopted by the city authorities each year. Playground items are included in the section of the city budget relating to the department responsible for playground administration, usually a recreation, park or school department.

The budget document is the instrument used by the budget-making authority to present a comprehensive financial program to the appropriating body. It includes a balanced statement of the revenues and expenditures of the department or city and also other exhibits to report the financial condition of its several funds: (1) at the end of the last completed fiscal year; (2) the estimated condition at the end of the fiscal year in progress, and (3) the estimated condition at the close of the ensuing fiscal period, if the financial proposals contained in the budget document are adopted. The budget document (hereafter referred to as the budget) does not become effective until it is approved or adopted by the appropriating body.

Budget Procedure

A budget estimate is adopted annually by the recreation authorities prior to the end of the fiscal year. It outlines the needs for the following year and the amounts required to carry on the work. It usually shows on columnar sheets for each item in the object classification: (1) the expenditures in each of the two preceding years; (2) the expenditures to date in the current year; (3) estimated expenditures for the current year; and (4) estimated expenditures for the coming year. The amount of supplementary information required varies from city to city, but the recreation authorities should be prepared to submit detailed statements relating to all items, to indicate the basis on which estimated costs have been determined, and to explain any requests for additional funds.

The recreation executive prepares the recreation budget estimate. He determines the personnel, supplies and services required for the following year after careful analysis of records during the preceding years and after consultation with his supervisory staff. On the basis of cost records he estimates the amount of money necessary to provide these supplies, services and personnel. In case the recreation program is administered by park or school authorities, the park or school superintendent passes upon the budget estimate before it is submitted to the park or school board for approval. In the case of a recreation board, the recreation executive submits it directly to the board for analysis, revision and approval.

The recreation authority, after taking favorable action upon the tentative budget, submits it to the municipal appropriating authorities in cities where the recreation funds come from general tax sources. They consider it along with the estimates of other city departments, make any changes they deem essential or desirable, and indicate the amount to be appropriated for recreation and the purposes for which it is to be used. The budget setting forth these items, after it is adopted by the governing body, becomes the controlling financial plan of the department during the year or period which it covers. Special school and park districts and separate recreation departments financed by a special mill tax are not obliged to submit their budgets to the city authorities for approval, so the budgets become effective when adopted by the park, school, or recreation authorities.

Object Classification

In current practice the recreation department budget is set up according to an object classification under which are grouped the objects for which expenditures are to be made. The following are the main headings:

1. Service, Personal—salaries and wages of regular and temporary workers
2. Services, Contractual—communication and transportation, subsistence of persons and animals, printing, binding and advertising, heat, light, water and power, repairs, and janitorial and other services
3. Commodities—office and recreation supplies, food, fuel, building materials and repairs
4. Current Charges—rent of buildings and equipment, insurance, registrations and taxes

5. Current Obligations—interest, pensions, grants and subsidies
6. Properties—equipment of all sorts, buildings and improvements, including trees and shrubs, and land purchases
7. Debt payments—serial bonds and sinking fund instalments

Guiding Principles

The budget must provide a wise distribution of funds among the various elements comprising the playground system. A thorough understanding of the objectives to be attained, the areas and facilities available, the program to be carried on and the personnel requirements is fundamental to budgeting. No set of universally applicable standards or rules can be established, because local playground conditions differ so widely, but in the light of the statements presented in preceding chapters a few general principles are suggested.

1. Have a definite, progressive plan for major repairs, replacements, new areas and facilities, and request funds for one or two such items every year.

2. In case of reduced funds, remember that competent leadership is essential to securing adequate returns. A minimum staff of workers is necessary to a successful program.

3. Provide for at least one trained, experienced leader on every playground. Better one such worker than two who are not competent, since through wise planning and use of volunteers a richer program will result.

4. Distribute funds so as to serve all parts of the city. In order to give maximum service determine the hours different playgrounds will be open under leadership, on the basis of previous attendance records.

5. Set aside an amount sufficient for needed repairs and maintenance, unless these are furnished by another department. Neglect of properties results in increased cost and reduced service.

6. Purchase supplies which will serve the largest number of children in the greatest variety of activities. Some game supplies can be used for many activities; others have a very limited use.

7. If necessary, omit or reduce items which may be provided for in some other way. Medals or athletic supplies, for example, may be easier to secure from a local organization than funds for the payment of a playground leader's salary.

8. Plan for the extension of the program to meet requests for more services and ask for money for some new feature each year.

9. Try to accomplish something with a small amount before requesting that a large amount be appropriated. A request for a budget increase more likely will be approved if the need for new types of service has been demonstrated.

10. Estimate requirements as closely as possible. A large, unexpended balance at the end of the year indicates carelessness in estimating needs and tends to result in reduced appropriations in succeeding years.

11. Submit an honest budget. Play fair with the appropriating authorities. Do not attempt to pad certain items in order to secure funds for some non-designated purpose.

12. Keep the city authorities and the public aware of the program and its needs. Budgets are likely to be increased only where the recreation authorities have demonstrated that they are giving citizens full value for every dollar appropriated.

Typical Budgets

Conditions which affect playground costs vary widely in different communities and costs of services and materials fluctuate from year to year. Nevertheless, even with these limitations typical budgets with specific cost estimates will be more helpful than mere generalizations in considering this subject.

Summer Playground—Small Community

Many small communities have only one playground, open under leadership only during the summer, so the first playground budget presented here is one providing for the operation of a single playground during the summer months. This budget provides alternative amounts for most of the individual items. The first of the two columns indicates the amounts essential for highly satisfactory service; the funds suggested in the second column will make possible only limited service. The budget provides for a 10-week season, with the playground open morning, afternoon and evening. It is assumed that the playground is adequate in size and contains a variety of equipment, facilities and game areas. Obviously a small school yard or a park playground designed to provide only a few kinds of activity or to serve only a limited age group can be operated on a lesser amount. It is further assumed that the agency operating the playgrounds will provide the maintenance. The items follow the order and headings previously suggested for a play-

ground budget. The amounts listed are merely suggestive, but they are typical.

A Suggested Summer Budget for One Playground for a 10-Week Period

Services, Personal				
Salaries and Wages, Temporary	*Normal*		*Limited*	
(1) Playground director @ $50. to $60. per week	$600.		$500.	
(2) Assistant director @ $40. to $50.	500.		400.	
(3) Recreation leader @ $35. to $40.	400.			
(4) Junior assistant @ $15. to $20.	200.		150.	
(5) Caretaker (part-time) @ $15. to $20.	200.		150.	
		$1900.		$1200.
Services, Contractual				
(6) Postage, printing, etc.	$20.		$15.	
(7) Light, water and power	40.		15.	
(8) Repair of equipment	50.		30.	
		$110.		$60.
Commodities				
(9) Game supplies	$80.		$60.	
(10) Handcraft materials	60.		40.	
(11) Miscellaneous play materials	40.		25.	
(12) Printed matter and office supplies	20.		10.	
(13) Sand, maintenance supplies	50.		30.	
(14) Awards and trophies	25.		15.	
(15) First aid supplies	15.		10.	
		$290.		$190.
Properties				
(16) New equipment (recreational, office and maintenance)	$100.		$50.	
		$100.		$50.
Total		$2400.		$1500.

A few comments may be helpful in interpreting the items in the preceding budget:

1. The playground director is the most important factor on any playground and an item for his salary deserves the first place on the budget. Many summer directors receive more than the amounts suggested.

2. No one person can conduct a satisfactory play program or give adequate supervision to a playground of three or more acres. The minimum staff on a playground at all times should be two workers. The budget provides for an assistant director.

3. If the playground is to be open mornings, afternoons and evenings and if two workers are to be present each session, a third worker is needed. The normal budget provides for such a worker; the limited budget does not.

4. Employment of a junior assistant at a nominal sum relieves the trained personnel from routine tasks and enables them to provide a richer program. An item for a junior assistant is therefore included.

5. It is assumed that the playground has a shelter house and wading pool, lawn areas, hedges, shrubs and other plantings, as well as a variety of apparatus and other equipment. These can be cared for by the playground directors, but to do so would seriously interfere with their attention to the program. Neglected maintenance is detrimental to the playground plant, so part-time service of a caretaker is a worth-while investment.

6. The need frequently arises for notifying committee members of meetings, requesting people to serve as volunteer officials, sending team managers a notice of scheduled games or mailing out publicity or reports of special events. Many playground officials issue and distribute an announcement of the playground schedule or send out a brief report at the end of the season. A small item is included for printing and postage.

7. Light, water and power do not always appear in the individual playground budget because they are sometimes supplied by a city department or are charged to the city's bill. If special events are to be conducted at night, lights will be needed. Water is used for the wading pool, drinking fountains, playground building, for sprinkling and other purposes. The sum provided in the budget is nominal.

8. Apparatus, buildings and equipment must be repaired or painted from time to time; otherwise they will deteriorate. The item provided will cover only routine repairs. If it is omitted one year a much larger amount will be required the next.

9. Game materials are used more and in greater quantities than any other type of playground supplies. A large playground with

many courts and play areas requires a considerable amount of game and athletic materials. Even a limited budget must allow for an ample supply.

10. Handcraft has become an exceedingly important feature of the playground program. Many types of handcraft projects may be carried on at very little cost, but certain materials and tools are required. The estimates in both budgets are moderate.

11. Supplies are required for other activities such as dramatics, nature, dancing, music and special events. The amounts provided in the budgets are none too ample.

12. A minimum of office supplies is essential. and manuals, bulletins and other source materials are needed for the workers' use. A small amount for purchasing them is suggested in each budget.

13. Materials and supplies essential to playground maintenance and operation include lime for marking courts, sand for sandboxes, disinfectants for toilet rooms and tools. The amounts suggested will need to be spent carefully to carry the playground through a 10-week season.

14. There are few playgrounds where some form of tangible recognition is not given for unusual achievement or service. The amounts suggested will provide only inexpensive awards for the many individuals and teams winning playground events or championships.

15. First-aid supplies must be constantly available on every playground and must be replaced when used. Small budget items for such supplies are a necessity.

16. The addition of a new piece of equipment each year such as apparatus, bleachers, benches, a game court or other feature adds to public interest in the playground and makes for its all-round development. Small items for new equipment are included in both budgets.

The total estimated amounts needed are $2400.00 for the normal budget and $1500.00 for the limited one. Will there be a proportionate difference in the service between the playgrounds operated on the two budgets? The normal budget makes possible a higher type of leadership by reason of the higher salary rates and also the employment of one additional leader. It provides a greater quantity and variety of supplies and allows for more repairs and new equipment. Leadership accounts for a large percentage of the total in both budgets. A well-equipped playground of three to five acres or more could be operated with a fair degree of success for less than $2400.00 for a 10-week season; it is very doubtful if a satis-

factory program could be provided for less than $1500.00, unless materials or services were donated. The low unit cost of the playground is indicated by the fact that even with the $2400.00 budget, if the morning attendance were only 100 each period and the afternoon and evening attendance 150 each, the cost would be only 10 cents per visit.

Summer Playground—City

Varying local conditions make it impracticable to prepare a standard summer playground budget for a city. Size, number, facilities and geographical distribution of the grounds, types of neighborhoods, other recreation opportunities afforded by the city and maintenance needs are several controlling factors. Yet the principles and method of determining the amount of money required to provide an adequate city-wide playground service during the summer months can perhaps best be illustrated by suggesting a budget.

A study of the Recreation *Year Book*[1] shows that cities from 30,000 to 60,000 population conduct about ten playgrounds during the summer months. Because of the many cities within this population range and because ten playgrounds form a fairly satisfactory supervising unit, an estimate has been prepared on this basis. As in the case of the individual playground, normal and limited budgets are suggested. It is assumed that most of the playgrounds are adequate in size, well developed and operated three periods daily. The average cost per playground would probably be approximately the same for any number of playgrounds from six or seven upwards, but with fewer than six playgrounds the overhead cost of supervision might make the average cost per playground slightly higher. Local conditions would probably affect the costs more than the number of areas open under leadership.

The following comments concerning several of the budget items may be helpful in understanding the basis on which the various estimated costs were computed.

1. A trained, experienced supervisor will be needed to plan and direct the summer program, and the salary scale indicated should attract a competent worker.

2. The preparation and checking of records, reports, time sheets, instructions to workers and other clerical items require the service of a secretary or clerk, who may take charge of the supply room and give out general information in the absence of the general supervisor.

[1] Year Book issue of *Recreation,* June, 1949.

A Suggested Summer Budget for Ten Playgrounds for a 10-Week Period

	Normal		Limited	
Services, Personal				
(1) 1 Supervisor of playgrounds @ $60. to $80 per week	$800.		$600.	
(2) 1 Office secretary and clerk @ $30. to $35.	350.		300.	
(3) 1 Special supervisor @ $50. to $70.	700.		500.	
(4) 1 Specialist @ $40. to $50.	500.		400.	
(5) 10 Playground directors @ $45. to $60.	6,000.		4,500.	
(6) 10 to 15 Assistant directors and recreation leaders @ $35. to $45.	6,750.		3,500.	
(7) 5 Junior assistants @ $15. to $20.	1,000.		750.	
(8) 1 Foreman (12 weeks) @ $40. to $50.	600.		480.	
(9) 4 to 5 Caretakers (12 weeks) @ $30. to $40.	2,400		1,440.	
		$19,100.		$12,470.
Services, Contractual				
(10) Postage, printing, etc.	$100.		$75.	
(11) Light, water and fuel	250.		125.	
(12) Rental of truck	75.		50.	
(13) Repair of equipment	350.		200.	
		$775.		$450.
Commodities				
(14) Game supplies	$600.		$500.	
(15) Handcraft materials	400.		300.	
(16) Miscellaneous play materials	300.		200.	
(17) Printed matter and office supplies	100.		75.	
(18) Sand, maintenance supplies	$400.		$250.	
(19) Awards and trophies	150.		75.	
(20) First-aid supplies	75.		50.	
(21) Car allowance for supervisors and specialists	125.		75.	
		$2,150.		$1,525.
Properties				
(22) New equipment	$750.		$375.	
Total		$22,775.		$14,820.

3. At least one supervisor should be employed for such activities as arts and crafts. The budget provides for one such full-time worker or for two half-time supervisors.

4. At least one specialist is needed to teach tennis, folk dancing, swimming or another skill. The budget provides for such a worker.

5. A director will be needed on each playground. Because of the supervision available and because one or more of the playgrounds are likely to be small and have a limited program, a lower minimum salary has been suggested than in the individual playground budget. Most of the directors will be entitled to the same salary as suggested for the individual playground.

6. It is necessary to provide each director with an assistant and on the larger areas two other workers are needed. The normal budget allows for fifteen assistants and recreation leaders, or two trained workers each at five of the playgrounds, and three workers each at the others. The limited budget allows for only ten trained assistants, or one per playground. The salary range is practically the same as in the individual playground budget.

7. The use of junior assistants is often advisable; both budgets provide for a junior assistant at five playgrounds.

8. The preparation and maintenance of ten playgrounds require the services of a competent mechanic and jack-of-all-trades, who also supervises the work of the caretakers. In many cities it will be difficult to secure a competent person for the amount suggested. The estimate provides for 12 weeks' employment to permit the playgrounds to be put in condition before the playground season, and for the apparatus to be taken down if necessary at its close.

9. A minimum of four caretakers is believed essential, and if a few of the areas are large, as is likely to be the case, more would doubtless be needed. They should be paid according to the prevailing local rate for this type of work. The normal budget allows for five such workers; the limited budget for four. Like the foreman, they are employed for a 12-week period.

10. Very modest amounts are included for printing, postage and similar expenses.

11. In case several of the playgrounds have wading pools, especially large ones, or are lighted for evening use, larger budget items may be required than have been suggested for light, water and fuel.

12. The use of a light truck is essential in order to move maintenance equipment and materials from one playground to another, transport caretakers, distribute playground supplies and move such

equipment as bleachers to grounds having special events. A small item is provided in both budgets for truck rental. If the truck is rented for the season an item must be included for gasoline, oil and upkeep. A light trailer which can be attached to the automobile of the supervisor greatly reduces the amount of trucking necessary.

13. Expenses for repairs are inevitable on ten playgrounds, and provision for such expense is made in each budget. Most of the repairs can be made by the foreman and his assistants but it may be necessary to engage mechanics to care for special items such as repairing drinking fountains and plumbing.

14. The items for supplies of various kinds are considerably less
15. per playground than in the individual playground budget,
16. because of the savings effected by purchasing in quantities
17. and the possibility of exchanging between playgrounds and of
18. making repairs more efficiently. The normal budget allows
19. approximately 50 per cent more for supplies than the limited
20. budget.

21. The use of personal automobiles by the supervisors and specialist in visiting playgrounds is a distinct benefit to the department, so it is customary to reimburse them, usually on a mileage basis. Amounts for this purpose are included in both budgets.

22. Some new equipment should be installed every year in every playground system. Both budgets provide for this. Large items such as a shelter house, wading pool, outdoor theater or tennis courts would require much larger amounts than are suggested here.

The total estimated amounts needed to operate the ten playgrounds for ten weeks are $22,775.00 and $14,820.00, or an average cost of from $2,277.50 to $1,482.00 per playground. Both figures are slightly lower than the amounts previously estimated for the individual playground. Many playground systems are operated for less, because fewer workers are employed, lower salaries are paid, few program materials are purchased and maintenance is neglected. The normal budget suggested would enable a city to secure an excellent return on its playground investment; the limited budget would make possible a fair program.

The Budget for a Longer Season

Any attempt to work out a budget covering the year-round operation of a single playground or of a playground system presents even more problems and complications than in the case of summer operation alone. Nevertheless, with the gradual lengthening of the

playground season to include not only the spring and fall months but also the entire year, a consideration of the cost factors is important. Budget estimates are of questionable value except as related to a particular situation, because of varying situations and resulting differences in cost, but a few suggestions are presented here.

A Fall and Spring Playground. Consider, for example, a playground with limited facilities for indoor recreation, located in a northern city and open for play daily after school and on Saturday during the spring and fall months. One worker, preferably two, is needed for two or three hours per day five days a week and about six hours on Saturday. The season extends for between four and five months, beginning early in April and lasting until late in November. Some craft, quiet games and other materials are needed, but because children are in school most of the day the program will consist primarily of active games and strenuous activities, many of which require little special equipment. Many of the other items in the summer playground budget can be reduced materially or eliminated entirely from the spring and fall budget. For example, since wading pools will not be in use, water and caretaking costs will be less.

A rough estimate indicates that the extension of the playground program through the spring and fall months adds approximately one-half to the cost of the regular summer program, or between $750.00 and $1,200.00. Naturally, the spring and fall activities will be limited almost exclusively to children, unless the playground has a building used for evening activities. In this case the cost of operation will be greater than estimated previously. Because of the many other activities which make demands upon the time of children during the school year, the attendance is likely to be less than during the summer months. Even with these limitations, the cost per child served is very low. The total cost of operating a playground during the spring, summer and fall months, according to the preceding estimates, is between $2,250.00 and $3,500.00.

Ten Fall and Spring Playgrounds. It is likewise possible to estimate the expense of operating ten fall and spring playgrounds. Each requires a director, and most of them need a second worker. Supplies and miscellaneous items of expense will average the same as on the individual playground. In addition a general supervisor of playgrounds and a supervisor of special activities will be needed to plan future events, conduct special activities and supervise the program. Less record keeping will be involved than during the

summer, and a clerk may be employed, perhaps one or two days each week, for this purpose. Therefore the expense items per playground will total somewhat less than $1,000.00. The total cost of operating the ten playgrounds during the spring, summer and fall, according to the estimates, is between $23,000.00 and $32,000.00.

The Year-Round Playground Budget

Relatively few playgrounds are open under leadership the year round except in the large cities. As previously mentioned, year-round playgrounds are usually carried on as part of a city-wide recreation system and the costs are not easily determined by a study of the department budget. Year-round budgets generally differ from summer and seasonal budgets in the following respects:

1. Directors and supervisors are employed on a full-time, year-round basis.
2. Higher salaries are paid directors and supervisors than seasonal workers, who usually have some other paid position.
3. Year-round playgrounds have more elaborate buildings, as a rule, and because of these indoor facilities, regular full-time janitorial or custodial service is essential.
4. Items for insurance, fuel, light, water and maintenance are higher for the same reasons.
5. Part of the expense for instruction and materials furnished adult groups is often met from fees and charges.

A classified statement of expenditures for three year-round playgrounds appears on page 306.

Financial Records

Playground officials, like other municipal agencies, are required by law to give the city authorities an account of the use they have made of the funds entrusted to them. In order to do this, accurate records of all receipts and expenditures are necessary. Financial cost records have other equally important uses. They enable the recreation authorities to interpret to the city officials and the public just what playground services are costing; they are needed in order that sound budget estimates may be prepared and justified; and they may be used in helping refute attacks upon the recreation department and its service and in preventing unwarranted reductions in the playground budget.

Where uniform cost records are kept, the costs of functions, facili-

ties, and items of expenditure during a given period in different years can be compared and evaluated. Reports to governmental officers and boards and to the public can be made more appealing and useful by introducing short, comparative studies of various departmental costs and relating them to the services rendered. Records extended to provide costs for separate facilities can be of great value in evaluating the efficiency and economy of the individual playgrounds. Finally, if adequate service records are maintained, significant comparisons can be made between various services and facilities as to the cost per individual served.

Recreation executives are increasingly aware of the need for developing simple but effective means for determining recreation costs. A committee report entitled *Financial Record Keeping*[2] describes a suggested cost record system, indicates how it may be adapted to special local needs, outlines the major steps in setting up and operating the system, and contains suggested record-keeping forms. A number of the statements which follow are quoted from the report.

"In considering uniformity in recreation cost record keeping, it is essential to keep in mind that certain minimum financial records must be maintained in accordance with the general accounting system used by the municipality or school district under which the recreation program operates. This does not mean that the cost records must be one and the same with those required by the city or school district. In fact, many recreation departments keep separate memorandum accounts according to more detailed and useful classifications. The accounts required by the average city accounting office are usually so general in scope that they are of little or no value as cost records. Most departments desiring adequate costs will find it necessary to maintain separate records in the recreation office.

"As the future of recreation service will depend largely on the effectiveness of its administration, recreation executives are urged to request ample funds for their own offices so that they will have at least the minimum help necessary to maintain the records essential to efficient and economical administration."

A Suggested System

To provide the data essential for efficient operation playground, financial records should indicate the costs of each unit according to

[2] *Financial Record Keeping,* a committee report issued by the National Recreation Association, 1938.

major objects of expenditure. In other words it should employ both an object and a functional classification in the recording of expenditures. The former classification is the one described earlier in the chapter; the latter is one designed to record the cost of the individual playgrounds. Where this dual system is used each expenditure is charged against a specific budget "object" and also against the specific center or playground for which the expenditure was made. For example, it should show how much more or less playground A spends for each object of expenditure than playground B. Only in this way is it possible to compare the unit cost of service at similar facilities. In order to allocate to each playground its full share of the cost, amounts spent for salaries of supervisors and general maintenance personnel and for central office and workshop expense need to be appropriated fairly among the individual playgrounds.

Have records in such form as to enable the executive to ascertain quickly whether or not expenditures are being kept within the amounts appropriated in the budget. Provide each playground director with a copy of the budget after its adoption for his own playground to guide him in his operations. He should divide each segregated part of his budget according to the length of the season and the particular needs during it, in order to prevent funds from being overdrawn in any one month at the expense of another. Orders for repairs, supplies and additional personnel should be placed only after consulting the budget and making sure that sufficient funds have been authorized and are still available. Since unexpended appropriations are seldom carried over to another year, a careful check on the budget ensures the spending of all available funds which may be required by the playground.

The actual bookkeeping is sometimes done in the general accounting department of the city and not in the department responsible for the playgrounds. In some cases the general accounting department may be persuaded to keep records by facilities as well as by objects of expenditure; otherwise a simple system must be set up by the playground authorities, whereby the object and the facility are designated on each voucher.

Form 2 (page 307) represents a ledger page for the keeping of expenditure records. If a department or agency provided only playground service, a form of this type would cover its entire expenditures. If, however, playgrounds are only a part of its operations, only its expenditures for playgrounds would be entered on this page. In case a department wished to keep separate accounts for each indi-

vidual playground broken down according to the object classification, a separate account would need to be set up for each playground and a page provided for each in the expenditure ledger.

Los Angeles, California. The accompanying statement from an annual financial report of the Department of Recreation and Parks in Los Angeles, California, illustrates the application of some of the principles suggested for a system designed to record the cost of playground operations. It shows how the amounts spent are charged not only against each object of expenditures but also against the individual playground for which the expenditure was made. The three playgrounds listed in the statement are centers with community houses of more than average size. With necessary modification to meet local needs, this type of statement is applicable to every recreation department and is recommended for use wherever possible.

Accounting for Income

A detailed, accurate record of all receipts is equally essential for the protection of the playground authorities and the safeguarding of the funds. Receipts, like expenditures, should be recorded according to a standard classification accepted in accounting practice. Revenues derived from facilities should also be credited to the source, in order to give a complete financial picture that will show the net cost of each playground. Form 3, page 307, illustrates a standard form for recording receipts.

FUNDS ON THE PLAYGROUND

Rules for the handling of funds by playground workers or by groups organized on the playgrounds differ in various cities but the desirability of adopting such rules is not open to question. A sound principle to follow is for the workers on the playgrounds to handle as little money as possible in the performance of their duties.

Occasions often arise when playground directors need to spend small sums at short notice, without waiting for purchases to be made through the usual channels. Some departments therefore permit their employees to make petty cash expenditures up to a specified amount—$5.00 or less—and then only with the approval of a designated superior. In order to have such expenditures honored, workers must submit sales slips giving the vendor's name, date,

STATEMENT OF OPERATIONS FOR THREE CLASS I PLAYGROUNDS IN LOS ANGELES, CALIFORNIA, FOR FISCAL YEAR ENDING JUNE 30, 1949

	Echo	*Evergreen*	*Exposition*
Direct Expenses:			
Salaries—Supervision	$11,592.21	$11,118.14	$13,576.25
Salaries—Clerical	121.21	1.02	110.73
Salaries—Maintenance	9,733.86	13,455.82	7,948.11
Office Supplies	33.53	16.21	54.16
Library and Printing	4.33	3.67	2.61
Play Supplies	980.44	1,342.52	1,000.86
Merchandise for Resale	66.24	——	55.97
Maintenance Supplies	939.81	552.05	833.02
Fertilizer and Horticultural Supp.	——	.49	55.25
Automobile, Mileage, Carfare	10.66	20.55	11.73
Postage	.50	1.36	3.00
Telephone	52.43	35.97	237.98
Electricity	1,128.02	758.59	978.68
Water	182.75	183.21	24.20
Fuel and Gas	103.48	104.38	175.23
Repairs and Replacements—			
Grounds and Water Systems	311.17	148.02	671.01
Buildings	1,150.86	942.17	276.76
Equipment	559.74	554.01	407.10
Workman's Compensation (Medical)	15.60	47.95	——
Miscellaneous	344.70	207.20	10.61
	$27,331.54	$29,493.33	$26,433.26
Indirect Expenses:			
General Operation	1,733.33	1,870.43	1,676.36
General Maintenance	2,644.61	2,853.79	2,557.69
District Operation	1,081.29	1,427.73	646.39
	$32,790.77	$35,645.28	$31,313.70
Deduct			
Playground Revenue	1,068.08	415.30	1,934.12
Net Cost of Operation	$31,722.69	$35,229.98	$29,379.58

Account Title Playgrounds

Number ______ Year Ending ______ 19__

Date	Voucher or Check No.	Payee	Total Exp.	Services – Personal				Services Contract'l	Commodities	Current Charges	Current Obligations
				Salaries-Wages Regular		Salaries-Wages Temporary					
				Leader-ship	Other	Leader-ship	Other				
											•

Form 2. Expenditure Ledger

Account Title Playgrounds

Number ______ Year Ending ______ 19__

Date	Description	Received From	Total	Taxes	Rights and Privileges	Fees and Charges	Sales of Services	Sales of Commodities	Borrowings

Form 3. Income Analysis Book

quantity, item, unit price and sales amount, marked "paid" and properly signed. The name of the worker making the purchase and of the facility where the article was used are also required, with the signature of the superior approving the purchase, in some cases. Petty cash accounts are created for use in emergency, but rules for their use should be such as to discourage use of the funds except when necessary.

Clubs and other groups organized by playground workers often handle funds, secured either through the payment of dues or through entry fees or collections at special events. Playground employees are usually discouraged from handling or holding such funds and in some cases are not permitted to do so. The group is advised to appoint a committee or an officer to handle club funds. Rules are sometimes established by the playground authorities as to conditions under which the money may be spent. Money cannot be paid out in some cities except by check, after the treasurer's warrant has been signed by another officer and approved by the playground director. Periodic audits of the organizations' finances are desirable and reports of the audit should be filed with the department.

Another type of playground fund is derived from profits at carnivals, food sales, benefits and donations and is designed for the benefit of the local playground. Rules are often adopted as to the manner in which such funds can be raised, the uses to which they can be put, the responsibility for the care of the money and the proper accounting for it. Paid entertainments or special events on the playgrounds in some cities are restricted to one or two per year. The director is in charge of the fund, is required to keep accounts on standard forms, support expenditures by vouchers and turn over all but small amounts to the department office for safe keeping. Such funds cannot be used in some cities for the purchase of supplies and equipment normally furnished by the department, for small group parties or for instruction but must be put to some special use that will benefit the playground as a whole.

The following are a few additional rules that commonly apply to the handling of playground funds:

1. No employee may charge a bill to the department unless approved by the playground executive or other authorized official.

2. In case it is necessary for money to be handled by employees, such as deposits on equipment in playground buildings, payment for telephone calls or collection of special fees, receipts must be given on forms approved by the department.

3. Employees may not accept or receive money in the form of

tips or rewards for service rendered on the playground.

4. No playground entertainments, sales or events which involve the collection of money are permitted except upon approval of the playground executive or board and under conditions fixed by them. The entire net proceeds must be spent for the benefit of the playground and a statement of receipts and disbursements of such funds must be rendered to the department.

5. Employees may not pay carfare for members of teams traveling to play match games or on other trips away from the playground.

6. On playgrounds with facilities for which charges are made, such as a swimming pool or tennis courts, a cash register or some other device for recording all receipts must be used and provision must be made for regular deposit of the amounts collected.

7. Playground workers may not solicit funds or contributions for playground use except with the approval of the executive.

CHAPTER XX

Records and Reports

Playground authorities have a responsibility for giving city officials and the public an accurate accounting of playground funds and a complete report of the work accomplished and the service rendered. Playground legislation often requires the responsible authorities to submit an annual report. Their stewardship involves the wise and honest expenditure of the money entrusted to them and the effective use of the properties put in their charge. It can be realized only if they keep careful records of the results obtained from their expenditure of the funds and also accurate reports of the activities provided and the number of people who benefit from them. Besides providing the basis for reports of playground funds and services, playground records make possible an evaluation of the various activities, services and centers and their relative cost. Without them intelligent planning for the future is impossible.

The importance of keeping essential, accurate records cannot be overemphasized. Only as they are available can the playground authorities determine the costs of individual playgrounds or unit costs of various types of playground service, justify budget requests, demonstrate special needs, evaluate new methods, or interpret effectively playground services. Yet the system of records must be administered at a minimum of time and expense. A periodic study and appraisal of records, forms and reporting methods is desirable, for records should not be kept unless they contribute to the effectiveness of the department's service and are essential to its efficient operation.

Types of Records

The kinds of records required for the successful operation of a playground system are many and varied. The city with only one or two summer playgrounds requires fewer types than one with several year-round centers, yet the needs are fairly similar. The requirements also vary, depending on whether the playground department furnishes its own maintenance staff, keeps its own financial records and does its own purchasing. Information which most playground authorities need in their files includes the following:

1. *Records of Playground Service*
   Annual or seasonal reports of the department
   Annual or seasonal reports of individual playgrounds
   Annual or seasonal reports of special supervisors
   Weekly or monthly reports of playground directors and supervisors
   Daily attendance reports
   Records of the use of special areas such as pools and tennis courts
   Daily, weekly and seasonal programs of the department
   Programs of all special events, leagues, community nights, tournaments
   Suggestions for new activities
   Radio programs presented
   Programs of training institutes
2. *Personnel Records*
   List of all employees, personnel and service records and assignments
   List of all junior and volunteer leaders with addresses and reports of service
   List of cooperating leaders, city officials, parents or organizations (Such a list may also be kept by individual playgrounds.)
   List of persons granted permits for tennis and other special facilities
   Rosters of teams, clubs or organizations affiliated with the department or using its facilities
   List of persons registered on the playgrounds and enrolled for special activities (Sometimes registration lists are kept on the individual playgrounds only.)
   Winners in city-wide leagues, tournaments or contests (Each playground will record winners of its special events or contests.)
   List of persons attending training institutes conducted by the department

List of persons who have won and received playground awards

3. *Administrative Records*

Constitutions or charters of all clubs organized by or affiliated with the department

Copies of all publicity and other material published by the department

Weekly forecasts

Records of special relationships or cooperative projects

Schedules of special workers

Reports of supervisors

Complaints filed with the department

Record of serious playground accidents

Schedules of playground hours and seasons

Copies of all bulletins, manuals, instructions to workers, directories, issued by the department

Copies of all forms adopted for use

4. *Property Records*

List of all playgrounds, their acreage, location, date and method of acquisition, facilities and equipment

Blueprints and sketches for all playgrounds, showing general, grading, drainage, water and sewer and planting plans

Blueprints and sketches for all buildings, special facilities and equipment

Surveys—topographic, soil

Cost estimates or records of construction of areas and facilities

Detailed specifications

Facility permit records

5. *Financial and Business Records*

Budgets—work sheets, classifications, estimates, requests, official budget

Receipts—sources, amounts, disposition (Records are also kept on the individual playgrounds.)

Expenditures — detailed statement of expenses based on budget authorization

Bookkeeping and accounting records of various types

Cost records for development and operation of areas and facilities

Time sheets and payrolls

Purchases—materials ordered, guarantees, quotations, deliveries.

Contracts—bids sought and received, agreements and contracts entered, reports of work or service

Inventories—for the department and for individual playgrounds

Insurance—list of policies covering fire, tornado, accident or other types

6. *Official Organization Records*
Minutes of board meetings
Resolutions and policies adopted by the board
Reports to board by superintendent or others
Correspondence relating to business of board or department
Legislation relating to board or department
List of appointments and service record of board members
Court actions affecting the board or department
Report of special studies and surveys

In addition to these records a library should be provided in the department office, and a limited one on every playground.

Methods of Keeping Records

Responsibility for setting up and keeping the playground records rests usually with the playground executive, but practically every member of the leadership staff keeps records of some kind. A few records are retained at the individual playgrounds, but in general records and reports are submitted to the department office where they are entered, tabulated, used for administrative or publicity purposes and filed for future reference. A clerk or office secretary performs this work in a small city along with her other duties, but in a large city different workers are responsible for various types of records. Efficient administration requires that records be submitted accurately and promptly at the place specified, that the worker responsible for doing so review them without delay and take whatever action is necessary with reference to them before they are filed.

Accuracy is essential if reports are to serve the uses intended, and unless a uniform procedure is followed in filling them out they have no value for comparative purposes. All workers should therefore receive definite written instructions in filling out reports; these may be interpreted at staff meetings. Emphasize accuracy and regularity in making entries on the report forms and punctuality in filing them. Take care to have all reports approved by supervisors when necessary, to make the specified number of copies, and to avoid the use of ditto marks and of check marks when definite figures are desired. Neatness and legibility are, of course, essential. The manner in which they fill out and submit their reports is one of the factors to be taken into consideration in rating workers.

Forms

The use of forms in the recording and tabulation of playground records saves much time and expense. If only a few copies are required, the forms may be mimeographed. Printed forms are more satisfactory and cost little if any more, when run off in large quantities. Forms should be as brief as possible and provide spaces for only required and useful information. They should be worded clearly and should require a minimum amount of writing. If forms are to be filled out in duplicate or triplicate, with copies for an individual or an official and for the office records, use different colored forms for the copies. Specific directions for the disposition of the form as well as instructions for filling it out should appear on the form, unless it is to be filled out at the department office.

The list that follows includes many of the forms used in the operation of a playground system except for the financial and business forms which do not concern directly the leadership personnel:

1. Accident reports to playground patrons; to department employees
2. Achievement records for recording achievements and service of children on the playground
3. Application for permits for use of building, diamond or other facility
4. Application for a playground position
5. Attendance reports; daily, weekly, monthly
6. Certificates for persons passing tests, rendering service, winning events or gaining required points in honor point system
7. Contract and release forms for team members
8. Entry blanks for a team in a league, for individuals in a tournament or meet or for entries by a playground in an inter-playground event
9. Inventory blanks
10. Membership cards for members of organizations entitled to use facilities or for playground clubs
11. Mileage cards for recording mileage by employees using their personal cars for department business
12. Notice of board meetings
13. Parents' permission forms for hikes, outings and other extra-playground activities
14. Permits authorizing individuals, teams, or organizations to use playground facilities
15. Personal expense form for reporting authorized expenditures by playground employees
16. Personnel rating form for use by executive and supervisors in rating work of directors, leaders and other workers.

17. Personnel record for recording the service of each worker in the playground department
18. Petty cash slip for authorizing a worker to make a necessary expenditure
19. Physician's certificate for use by employee in applying for sick-leave allowance
20. Plan sheets for supervisors and directors
21. Program forecasts
22. Forms for reporting property damage
23. Receipts to be used by director in accepting money for entry fees, charges, and deposits
24. Registration blanks for playground children; for members of teams, clubs and other playground groups
25. Report forms (a) by the playground director—daily, weekly, monthly or seasonal; (b) by the supervisor; (c) by the executive—weekly, monthly or seasonal; (d) by workers at a special facility such as a swimming pool, beach or skating rink; (e) by athletic officials and other special leaders
26. Request for inter-playground contest or extra-playground activity
27. Requisition forms for game, office, janitor, handcraft and other supplies; for repairs; for special personnel service
28. Reservation blanks for signing up and reserving use of a tennis court or diamond for a given period
29. Schedule blanks for league teams, clubs and other groups
30. Score sheets for league games and tournaments
31. Team rosters for use in inter-playground competition
32. Time cards—daily, weekly, monthly
33. Training institute certificates
34. Forms for reporting volunteer enrollment, agreement or report

The forms reproduced in this chapter are typical examples that have proved satisfactory and merit study. Some of them are suitable for general use; others need to be modified to meet local conditions and needs. These forms do not begin to represent all of the types that may be required—in some cities scores of different forms are in use—but they include many of the most common types. Each recreation department must determine what forms it needs for its own program.

Attendance Records

No aspect of playground reporting gives rise to as much controversy or affects playground publicity as greatly as the recording of

playground attendance. The success of a single playground or of a playground season is often judged primarily by the attendance, and rightly so, because the playground which satisfies play interests and needs is the one which attracts children or adults. Unfortunately, many attendance figures are valueless because they represent exaggerated guesses made by the playground workers. The value of others is limited by the fact that the figures are based upon different units or factors. "Attendance" figures sometimes indicate the number of visits or attendances; at other times they represent the number of different individuals. Some cities record the number of persons who take part in each playground activity and add them together to give an attendance total, in which an individual on a single visit to a playground may be counted several times. A comparison of playground attendance figures between playgrounds or cities is obviously worthless unless the methods used to determine them are uniform.

Most playground authorities believe that playground attendance figures should represent the number of visits or service periods. This means that if a child attends the morning, afternoon and evening sessions on a single day, he is counted three times. His attendance counts the same as if one child came to the playground in the morning, a second child in the afternoon and a third child in the evening. A visit counts only once, regardless of its length, unless a child should bring his lunch, in which case the combined morning and afternoon periods would be recorded as two attendance units. Where attendance is based upon visits, it indicates the volume of use, regardless of the number of different individuals served. The service-hour, representing an hour in which an individual is present on the playground, is probably the most satisfactory unit for measuring attendance, but the work involved in keeping records on this basis makes it impracticable.

The common method of recording attendance is to make a count of the persons on the playground each morning, afternoon and evening session at which leadership is provided. The count is made at the time when the attendance is highest for the session. For many years playground authorities totaled these three peak counts and recorded their sum as the attendance for the day. This procedure obviously failed to record all visits to the playground during the day, for children who left the playground before the peak count was taken or who came later in the session were not counted. To allow for this loss, many cities added 10, 20 or 30 per cent to their day's total, and this practice is still common.

Since 1938, when the National Recreation Association appointed a committee of recreation executives to study this problem, the following formula, recommended by the committee [1] has been used in a large number of cities and has proved more generally satisfactory than any other method:

To determine the actual attendance, multiply the morning peak count by 2, the afternoon peak count by 2.5 and the evening peak count by 1.5. The sum of these attendances represents the total for the day.

Three factors need to be considered in the use of the formula:

1. It is applicable only to summer playgrounds; a comparable turnover in playground visits is rarely found during seasons when school is in session.

2. It is generally applicable only to participants and not to spectators. This is especially true at periods when large numbers of people come to a playground to witness a contest or special event, since the count is likely to be made at a time when most spectators are present.

3. It is applicable only to playgrounds that provide a diversified program and *not* to play lots, playfields or athletic fields.

Application of the formula does not provide accurate attendance figures at some playgrounds, because of unusual local conditions. Where this proves to be the case, experiments should be carried on to determine a more satisfactory method. In general, however, the formula produces the most accurate results of any yet devised. Regardless of the method adopted, all workers should guard against the tendency to overestimate or pad their figures. This not only gives a false record of conditions on the playground but also is unfair to workers at other centers. The greatest care should be taken in using attendance figures for publicity purposes to make sure that they are accurate, that their accuracy can be substantiated if necessary and that they are used so their meaning cannot be misinterpreted.

The desirability of recording separately the numbers of different

[1] The committee decided that a satisfactory solution could be devised only after an actual count of persons attending a large number of playgrounds. It therefore arranged with the executives in 43 cities to have the number of individuals entering each of 83 playgrounds counted each hour of the day for a period of one week. Peak counts were also made each hour at the same playgrounds. A comparison of these two sets of figures enabled the committee to determine the ratio between peak counts and actual playground visits during morning, afternoon and evening sessions.

individuals regularly served by the playground is discussed later in this chapter.

Program and Service Records

These records are most important, for they provide the basis for determining the extent to which the playgrounds are serving their primary purpose. Under this broad heading fall the various records previously listed as reports of playground service and programs of activities carried on. They include the periodic reports of playground directors and other individual workers intended for the information of the executive and his supervisors. Reports issued for the benefit of the public, publicity releases relating to special activities and events, and official reports covering the use of facilities and participation in playground activities also belong here.

Each unit in a playground system may be compared to a branch store or factory. Just as in a business enterprise detailed regular reports of each unit are essential, so in a playground system the contribution of each playground and the unit cost of its service cannot be determined unless records are carefully kept. The combined reports enable the playground authorities to evaluate the service of the department as a whole and provide a basis for comparing the work accomplished on the individual playgrounds and by the same playground from one year to another.

Reports should receive prompt and careful attention when received at the central office. This means that pertinent information is recorded for the department report, that requests are attended to, that suggestions receive consideration and that, where necessary, sections of the report are referred to the proper workers. Work out definite procedures to assure prompt checking and tabulation of the daily and weekly reports. A few of the most important types are discussed in the pages that follow.

The Daily Report

Some authorities require each playground director to submit a daily report, usually in addition to a weekly or monthly report. The daily report is primarily an attendance record and is often submitted on a post card form. It indicates the attendance—boys, girls, adults, spectators and total—each period and for the day. In some cities the report is primarily a time sheet for recording the hours each worker was present on the playground. The daily blank

may also provide spaces for reporting special programs promoted, first-aid cases, complaints, recommendations and remarks. The daily report must be signed by the director and mailed or delivered to the office daily.

The use of daily reports is not considered essential in most cities, because they entail considerable expense and time on the part of the director and the central office. Certain information as to the day's attendance and activities should be recorded each day before the director leaves the playground, however, and in some cities this is entered on a weekly report form. The weekly blank used in several cities provides spaces in which to record for each day of the week, the group games, handcrafts, dramatics, team games and other types of activity carried on and the number engaging in each. This sort of report gives the supervisor or executive detailed information as to the program, but it requires much time to supply it and should not be requested unless specific use is to be made of it.

Form 4, a postal card, is suggested for use where a daily record of attendance and worker's time is considered essential. It provides additional space for entering items that require attention before the weekly or monthly report is submitted.

Daily Report for____________________Playground

Day____________________ Date____________________

ATTENDANCE REPORT				TIME REPORT				
	Boys	Girls	Total	Arr.	Dep.	Arr.	Dep.	Signed
3 P. M.								
7 P. M.								
Spectators								
G. Total								
Remarks:								

FORM 4. DAILY REPORT CARD

The Weekly Report

The activities report periodically submitted by the director of the individual playground is perhaps its most important record. This is a weekly report, although it is sometimes submitted every two weeks or once a month. The periodic report, supplemented by reports of the supervisors, provides the information needed by the executive to judge how the work of the individual playground is progressing. It is the basic record of the service rendered by the playground.

Among the items included on the weekly report forms used on the individual playgrounds are the following:

Attendance: mornings, afternoons, evenings, each day; boys, girls, adults, spectators

Weather conditions: morning, afternoon, evening, each day

Participation in various types of activities each day or during the period

Spectators at various types of activities each day or during the period

List of activities: games, stories, handcraft, folk dances, clubs, league games, contests, each day or during the period

Name of worker conducting each of the activities reported

Accidents

Property damage

Neighborhood visits

Visits by supervisors to the playground

Inspection of apparatus and equipment

Names and addresses of volunteers

Special events conducted

Special events proposed for the following period

Number using buildings, pools or tennis courts: participants and spectators

Inter-playground, city-wide and extra-playground activities

Community contacts

Cash receipts and sources

Permits issued for buildings, diamonds, fireplaces and other facilities, and numbers accommodated

List of supplies needed

List of repairs needed

List of special services required

Complaints and action taken

Number of boys and of girls registered during the period

Names of workers on duty

Workers' time report

Results of competitive athletic events

The information requested on weekly reports naturally depends upon a number of factors, especially upon the other reports required of the workers. If they submit daily or special weekly time cards, this information is not needed on the main report. The use of special forms for requisitioning repairs or supplies makes such items unnecessary. Department policies and practices with reference to the use of volunteers, neighborhood visits, the filing of complaints, registrating of participants, the use of weekly forecasts, supervision of inter-playground activities or the handling of money on the playground, influence the form of the report and determine whether spaces for these items should be provided. Uniform report forms and reporting methods for all playgrounds make tabulation of results easy, enable comparative studies of the reports from different grounds to be made, and provide the basis for determining unit costs. The director should be held responsible for making entries daily and reports should be checked by the supervisor on his visits to the playgrounds. Because the filling out, checking and study of the reports require much time on the part of the workers on the playgrounds and in the office, include only items which experience has proved to be of value. The form and arrangement of the blank should be such as to facilitate the making of entries at the playground and the tabulation of data at the central office.

Several kinds of statistics should be required on every weekly activities report. Keep track of the number of persons attending the playground; report boys, girls, and adults participating separately. Such a classification helps in program planning, in the assignment of workers and in judging the effectiveness of the individual workers. Record spectators and visitors to compare the attendance at special events attracting visitors and the day-by-day participation in regular activities. Since the weather affects attendance, include a brief comment on the weather conditions during each playground period. Record the daily volume of use of special facilities, such as baseball diamonds, tennis courts, picnic facilities or playground building; if it is impossible to estimate closely the number of persons using these facilities, omit such items from the report.

Every playground executive desires to know the kinds of activities conducted on each playground and the approximate number taking part in each. Consequently every weekly report form includes a space for reporting activities and participation unless these figures are included in the weekly forecast. The extent to which such

information is requested depends somewhat upon the type of program carried on and the number of paid leaders on the playground. If there are few highly organized activities or groups and if the program consists primarily of informal play, little detailed information can be expected concerning participation in different kinds of activity. Seldom can workers on very few playgrounds estimate fairly the number of people who use the apparatus, play games like handball or paddle tennis or take part in informal activities, but they can record accurately the number taking part in clubs, classes and organized groups. This information is of value in program planning and in arranging leaders' schedules.

Some forms include space for reporting the special events conducted on the playground during the week and the inter-playground and outings. Information concerning events scheduled for the following week is often requested for publicity use. Other items commonly found on forms relate to playground accidents, neighborhood visits, complaints and remarks.

If the number of playgrounds justifies, have the forms printed, as they are more legible and neater than if mimeographed. Until a form of report has been tried out and has proved satisfactory, it is unwise to print a large supply, since changes may be desirable the following season. Arrange the items as logically as possible and allow sufficient space for supplying full information without crowding. As previously indicated, the form and content of the report should receive most careful study, and the executive should seek the suggestions of his supervisors and directors in preparing it.

Director's Report. No standard form of weekly report will be satisfactory for all playground systems, but Forms 5 and 6 illustrate many of the items considered desirable or essential in a playground report. To print the blank, use a sheet approximately 8½" x 11" on both sides. Some cities require a more comprehensive form; on the other hand, few of the items should be eliminated even in a relatively small playground system.

Form 5 contains space for recording the number of boys, girls, adults and spectators who attend each session throughout the week. If the playgrounds are open only two sessions daily or are closed on Saturday or Sunday, reduce the number of spaces accordingly. Space is provided for weather recordings each session.

The special playground activities section provides spaces for reporting the number of different individuals—boys, girls and adults—who take part in special groups, clubs, classes and athletic leagues. Do not include in these columns figures for routine ac-

tivities such as apparatus play, group games, sand play and quiet games, these are accounted for in the total attendance for the week.

Most playgrounds have one or more events which require special supervision and are often attended by individuals or groups who do not engage in other parts of the program. The report blank provides spaces for recording the day, hour, participants and spectators for these special affairs.

Feature events deserve special mention as a matter of record and for publicity purposes. Form 5 provides space for reporting feature events held during the week and planned for the following week. Since in many playground systems special events require the approval of the supervisor, a space is set aside for recording this. The blank also makes possible a detailed record of all activities carried on away from the playground.

The visits of the various supervisors contribute much to the operation of the individual playgrounds. Form 6 has a section for recording such visits with space for comments by the director. When a director realizes these comments are welcome and noted, they may prove of much value. This section of the report is useful for comparison with the reports submitted by the supervisors.

Form 6 permits space for a record of neighborhood contacts, visits in homes of playground children and relationships with individuals or organizations, so important especially in the case of year-round playgrounds.

Supplies and repairs are often requested on a special requisition form. If this is the case, no space for these requests need appear on a weekly report form. Where there is a periodic distribution of essential supplies and where special requests are therefore likely to be few, special forms are not essential and space for requesting supplies and repairs should be provided on the weekly report form, as Form 6 illustrates.

The central office should also be informed of all complaints and of the action taken and of the number of accidents on each playground (even though serious accidents are reported on a special form), to help disclose unusual hazards, to afford a basis for comparison between different grounds, and for a future reference in case of need. Form 6 permits space for these notations.

If a registration system is in use on the playgrounds a continuous record of the number registered is made possible by providing space on the report form. Every blank should have a space where the director may enter comments or suggestions, requests for special service or information which he wishes to bring to the

BLANK PLAYGROUND DEPARTMENT

DIRECTOR'S WEEKLY REPORT

______________Playground Week Ending______________

Daily Attendance	Monday A.M.	Monday Aft.	Monday Eve.	Tuesday A.M.	Tuesday Aft.	Tuesday Eve.	Wednesday A.M.	Wednesday Aft.	Wednesday Eve.	Thursday A.M.	Thursday Aft.	Thursday Eve.	Friday A.M.	Friday Aft.	Friday Eve.	Saturday A.M.	Saturday Aft.	Saturday Eve.	Sunday A.M.	Sunday Aft.	Sunday Eve.	Weekly Total
Boys																						
Girls																						
Adults (over 18)																						
Total Participants																						
Spectators and Visitors																						
Weather																						

Special Activities and Groups	Number of Different Individuals Participating: Boys	Girls	Adults
Art			
Athletic leagues			
Dramatics			
Folk dancing			
Girls' clubs			
Handcraft			
Hiking			
Nature			
Puppetry			
Swimming			

Use of Special Playground Facilities

Facility	Total Participants	Total Spectators	Facility	Total Participants	Total Spectators
Baseball diamonds			Softball diamonds		
Handball courts			Swimming pool		
Picnic facilities			Tennis courts		
Playground building			Wading pool		

Special Playground Events

Event	Day	Hour	Participants	Spectators

Special Events Planned for Next Week

Event	Day	Hour	Approved By

Groups Taking Part in Outside Events During Week

Name of Group	Leader	Event	Place	Day	Hour	No. Participating

FORM 5. WEEKLY REPORT BLANK

Visits by Supervisors and Specialists

Name	Date	Length of visit	Purpose of Visit Help Received	Suggestions and Comments

Neighborhood Visits and Community Contacts

Nature of Visit or Contact	Made by Whom	Purpose and Results

Supplies needed:______________________________________

____

Repairs needed:_______________________________________

____

Complaints and action taken:_______________________________

____

Disciplinary problems:____________________________________

Number of accidents: major accidents (previously reported)____minor accidents (not reported)_____

Number of boys registered this week____ Total number of boys registered____

Number of girls registered this week____ Total number of girls registered____

Comments and suggestions:__________________________________

____

I hereby certify that I have personally inspected all equipment under my jurisdiction, and found the same safe for use, with the exception of the following which I have put out of service:________________________

____

I hereby certify that to the best of my knowledge this report is correct;

____________________ Director
____________________ Playground
____________________ Date

FORM 6. WEEKLY REPORT BLANK (reverse side)

attention of the supervisor and executive. The directors are more likely to use this part of the blank if the central office considers and appreciates the remarks.

The equipment should be carefully and regularly inspected for the protection of the department and the director personally, as well as for the safety of the people using the playground. Space on Form 6 requires the director to certify that he has personally made an inspection and withdrawn from use equipment which is not safe. In case of accident the department has a record that it has fulfilled its obligation for assuring only safe equipment. The list of apparatus withdrawn from use can be compared with the request for repairs or can be checked by the supervisor on his next visit to the playground.

Finally, space is provided for the director's signature and certification; therefore he is held personally responsible for its accuracy.

Specialist's Report. The reports submitted regularly by workers serving several playgrounds supplement the reports for individual playgrounds and for the playground department. The specialist, for example, records the service he renders and a suggested form for his weekly report is presented here. The specific items to be included and the space on the form allotted to each will vary, depending upon such factors as the number of playgrounds served, the type of activity and the length of periods.

Form 7 provides space for a report on the playgrounds visited by the specialist, the length of his visits, the numbers served and the type of service rendered. The total number of attendance units for the week, distributed among the various playgrounds, can be accounted for. Spaces are provided for requesting needed supplies and repairs and for reporting on special contests and items of unusual interest.

Something similar to Form 7 could be worked out for a special supervisor who spends much of his time visiting playgrounds. Suggestions for a weekly report for a general supervisor are found on page 338.

The Annual Report

Some playground departments require each playground director to prepare an annual or seasonal report. Such a report is extremely valuable to the new director coming to the playground, and the combined reports form an interesting historical record of the city's playground development. The annual report also assists the execu-

XVILLE RECREATION DEPARTMENT
WEEKLY REPORT FOR SPECIALISTS

Name of Specialist: ________ Activity ________ Week ending ________

Day	Playground	Arrived	Departed	Attendance				Type of Service Rendered
				Boys	Girls	Adults	Total	
Monday								
Tuesday								
Wednesday								
Thursday								
Friday								

Total Activity Attendance for the Week

Name of Playground	Boys	Girls	Adults	Total
Totals				

No. previously enrolled in classes: boys__ girls__ adults__
No. new enrollments during week: boys__ girls__ adults__

Supplies needed: ________

Repairs needed: ________

Special events during week: ________

Comments: ________

SIGNED: ________

FORM 7. SPECIALIST'S WEEKLY REPORT

tive in appraising the work accomplished during the year or season and in planning for the future. The preparation of the report should be a joint project of all workers on the playground, and special teachers or supervisors should be called upon for written statements concerning their work on the particular playground. Photographs and copies of programs illustrate the activities carried on. Comments of groups or individuals should be included and specific cases cited, if possible, to illustrate the influence of an activity upon a group or the benefits of the playground to its neighborhood.

The Department of Public Recreation and Adult Education of the Milwaukee Public Schools requires an annual report from each of its playgrounds. Reports are submitted on ruled paper 8 x 11 inches furnished for this purpose and they are written in ink on one side of the paper only. Topics are indicated on separate lines. An inch margin is left on each page, essential in binding, and it is suggested that the margin be ruled off lightly in pencil before the report is begun. A sheet of cover paper is supplied to serve as a cover page on which is entered the following:

Year............

Annual Report of the

................Playground

PLAYGROUND STAFF
(Give here the names and positions of all who worked on the playground during the year.)

The topics covered naturally vary according to the facilities and program of the individual playgrounds, but they commonly include most of the following:

1. Playground activities—such as singing games, storytelling, high-organized games, handcraft, sandcraft, apparatus work, low-organized games and athletic tests—each treated separately, with comments as to popularity of specific activities, ages and types of children taking part, difficulties encountered, results accomplished and recommendations for the following year
2. Special classes and activities—each treated separately with comments on popularity, reasons for and against, age and type of children taking part, results accomplished and influence noted
3. Use of schoolhouse and cooperation of janitor
4. Athletic standards and awards issued
5. Clubs and organizations—popularity, valued to playground, to members
6. Methods of self-government—results achieved, problems
7. Bulletin board—use, popularity, effectiveness, new materials
8. Neighborhood—nature and characteristics, attitude of neighbors, names and addresses of individuals or groups giving special cooperation or causing difficulty, comments, special neighborhood service or activities
9. Police—names, attitude, comments, visits to playground
10. Playground patrons—types, ages, gangs and cliques, leaders (reason for their influence), spectators
11. Attendance—popularity of different hours of the day and days of the week and reasons, schemes used to promote attendance, reasons why children do not attend
12. Problems of discipline encountered and methods of solving them
13. Suggestions for the future—as to grounds, equipment, conduct, organization, leadership or program

The Annual Department Report

The annual playground report is the chief means whereby playground authorities render an account to the city or school officials and the public. It is based largely on the figures compiled from the daily, weekly, monthly or seasonal reports submitted by the playground directors, supervisors, special teachers and other workers. The report is sometimes issued in two sections or forms. One is the *official* report containing detailed statements as to activities carried on, persons served, areas operated, projects un-

dertaken, staff personnel, improvements to properties, recommendations for future developments, financial transactions and other department business. This comprises an official and authoritative record of the department's service, growth and accomplishments. The official report is not primarily designed, however, to interest or appeal to the general public.

A brief supplementary report, the *popular* report, for the public is often issued containing charts or diagrams relating to important features, giving the high-lights of the year or season and outlining major playground needs and uses photographs and sketches to interpret the activities to the public. The form and content of the official report are more or less prescribed in some cities, but the preparation of the popular report affords an opportunity for originality in form and methods of presentation and interpretation. In the preparation of annual reports, effective use may be made of comparative figures for previous years as to unit costs, participation, facilities, program or services rendered.

PERSONNEL RECORDS

The various records grouped under this heading afford information concerning full or part-time department employees, volunteers and persons served by the department or with whom it has some special relationship.

Employees

Certain records of all employees are essential to a recreation department. All applicants should submit a statement of qualifications, training and experience, and references which become a part of the permanent record of each worker. This record should include such items as date of employment, original salary, assignment to duty, record in training institutes, ratings by supervisors, attendance, sickness, leave and vacation records, salary increases and dates, changes in rank or position and outstanding accomplishments. When the employee leaves the service, the date and reason should be noted on the record which is filed for future reference. It is useful in case the executive is called upon for a letter of reference or in settling questions concerning salary, length of service, assignments or promotion. Most employee record forms are similar to those used for personnel records in other types of agencies. Form 8 is a suggested application blank for a playground position.

Others

Many lists of individuals and agencies should be on file with the playground department. Some of these are persons who have rendered service to the department; others are individuals whom the department is giving special service. A few of these lists are filed at the individual playgrounds, but most of them should be kept at the central office. They serve various uses. It is desirable to have a record of the names and addresses of persons rendering volunteer service so they may receive some recognition and so the playground authorities may know whom they can call upon for help. The names of winners of special events and tournaments, of persons who have attained awards or of persons who have attended institutes are valuable for publicity purposes and in the preparation

XVILLE RECREATION DEPARTMENT

Each applicant is required to return this application with the information requested to the Superintendent of Recreation, City Hall, Xville. A recent photograph or snapshot should accompany the application.

Date__________

Full Name__________ Telephone__________

Present address__________ City__________ State__________

Date of Birth__________ Age__________ Place of Birth__________

Are you an American citizen?_____ Married?_____ Single?_____ Divorced?_____

Height__________ Weight__________ Health__________

Education
(High School, College and University)

Name of Institution	Location	Dates	Major Subject	Degree

What courses have you had in playground theory, administration or leadership?__________

Name extra-curricular activities in high school and college__________

What are your hobbies?__________

Report any paid experience you have had in
(1) Playground work__________
(2) Other work with children__________
(3) Related fields__________

Report experience as a volunteer in these fields__________

FORM 8. APPLICATION BLANK

In the following list of activities underscore once those in which you have taken part; twice those you have organized or directed and which you are prepared to lead.

Apparatus work	Children's gardens	Gymnastics	Storytelling
Art activities	Circus	Handcraft	Swimming
Athletic tests	Dramatics	Music	Tournaments
Athletic leagues	Pantomimes	Choral groups	Track and field
Baseball	Puppetry	Group singing	Water sports
Basketball	Pageants	Instrumental group	Others (list)
Softball	First aid	Rhythm bands	
Touch football	Folk dancing	Nature activities	
Volley ball	Games, children's	Social recreation	

Position Desired

For what position are you applying?____________________
Underline work period desired:

Summer	Year round	School year
Full time; Part time	Full time; Part time	Full time; Part time

When can you begin work?____________________

Present occupation____________________

References

Give names of two people familiar with your experience and character; two others on school or college faculty.

Name	Address	Occupation

FORM 8. APPLICATION BLANK (continued)

of annual and special reports. Records of individuals enrolled on teams, in clubs or organizations served by the department, or holding permits for its facilities are useful in the organization of special events or tournaments, in campaigns for larger appropriations and in measuring the extent of the department's service. Members of playground teams engaging in inter-playground competition or in championship events must be certified by the local director so he keeps a careful record of such persons.

Every playground department needs a variety of forms for its various rosters, entry lists and similar personnel records.[1] Form 9,

[1] A great variety of record forms, several of which are suitable for playground use, are to be found in *Community Sports and Athletics*, prepared by the National Recreation Association, 1949.

BUREAU OF RECREATION

EVANSTON, ILLINOIS

Date____________________

Instructor at___________________________

to

Instructor at___________________________ Park

The following girls / boys are eligible to play on the

________________________________ teams representing______________________ Park

in
Softball)
Kickball) Check one
Volleyball)

	Name	Class	Player's Signature
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			

NOTE: The Instructor will kindly place this list in a sealed envelope when it is impossible for him to accompany his team and instruct the captains to give it to the Instructor in charge of the game.

This is to be handed in or sent in with the daily report blanks the same evening of the day the game is played.

Score____________ to ____________ in favor of____________________________

Score____________ to ____________ in favor of____________________________

SIGNED____________________________
PLAYGROUND INSTRUCTOR

FORM 9. TEAM ROSTER

a playground team roster blank from Evanston, Illinois, is typical of the forms widely used in certifying boys and girls as eligible to take part in district or city-wide championships or inter-playground competition. An unusual feature is the added spaces for reporting the game scores.

Registration

A list of the individuals who attend the playgrounds regularly is one of the playground department's most valuable records. Executives who have used a registration system believe it fully justifies the time involved to maintain it. To inaugurate a system, supply each playground with index cards and a box for filing them. The cards, or registration blanks commonly provide spaces for such data as the child's name, home address, age, phone number, school attended and grade, parents' names and preferred activities. The child's nationality, date of birth, height, weight, distance from home to playground, and name of person to be notified in case parents are not available, are sometimes included. The back of the card is often used for recording the classes, clubs or special activities participated in by the child each year, the records, ribbons or special awards won, and the service rendered. Some form of registration is essential if a merit point system is put into effect, for this necessitates detailed records of participation, achievement, service and attendance, with the number of points earned for each.

Urge children to register during the first week of the playground season, although registration continues throughout since some children may not come to the playground until after it has been in operation for several weeks. During the first few weeks enlist the services of older boys and girls for the registration, and set up tables on the playground where it is convenient for the children to sign up. Registration should not be compulsory; however, in some cities, only children who have registered may participate in tournaments and inter-playground activities or be a member of a playground. Registration should not be carried on in such a way as to embarrass children who may not wish to sign up until they have made a few visits to the playground. Encourage adults regularly served on a given playground to register, as well as the children.

Registration records can be used to:

1. Indicate the approximate number of different individuals regularly served by each playground and thereby provide an

index of the percentage of individuals or families directly benefiting from its program.

2. Provide information as to the ages, sex, grade and nationality of the children served. This serves as a guide in program planning and in the assignment of workers.
3. Help in determining the location of new playgrounds or discontinuing existing areas in which there is overlapping service.
4. Secure home addresses for the purpose of calculating the distances traveled in reaching the playground.
5. Help the workers become familiar with the children's names.
6. Help control entrants in playground activities and membership of playground teams.
7. Provide a subsequent check as to age classification and eligibility for competitive events.
8. Enable directors to check up on juvenile delinquency by checking playground records against lists secured from the Juvenile Court. If offenders have not used the playground, directors can find out why not.
9. Facilitate the reporting of accidents to the children's home and to the office.
10. Furnish a directory of parents that can prove useful in organizing neighborhood groups, making home contacts or in publicity or referendum campaigns.
11. Justify the continuance of playground service. The combined records for several years afford a comprehensive list of individuals served by the playgrounds.

Form 10 is typical of registration blanks. On the reverse side, set up columns with such headings as events, awards, date and director's initials; in them enter awards won, records made or special service rendered by the individual.

Administrative Records

A great variety of forms is used in playground systems for the purpose of facilitating the administration of the program and properties. Only a few typical examples are presented here. The blank for reporting serious playground accidents appearing on page 398, is a widely used type of administrative form.

The Weekly Forecast

The weekly forecast or plan sheet, Form 11, is a device whereby directors submit each week a detailed outline of the activities to be carried on at their playground during the succeeding week.

BLANK PLAYGROUND DEPARTMENT

REGISTRATION BLANK

Name of Playground.____________________ Date____________

Name____________________ Sex ____________

Address____________________ Phone No.____________

Age________ School attended____________ Grade________

Father's name____________ Mother's name____________

What activities do you like best?____________________

FORM 10. REGISTRATION BLANK

The forecast blank usually provides spaces for listing the specific games, stunts, crafts or other projects which the worker proposes to conduct during each period, for boys, for girls and for younger children. Forms are usually made out in duplicate or triplicate, one copy being retained by the director.

The forecast requires the director to outline a definite, detailed program of activities for each day of the succeeding week. As a result he is more likely to try out new games and undertake a greater variety of activities rather than getting into a rut and using the same games and activities week after week. The forecast also provides a basis for evaluating the service of the director, because the supervisor visiting the playground can observe the extent to which he is carrying out the program projected in his forecast. A study of the forecasts submitted by the various directors furthermore enables the executive to detect program weaknesses on the individual grounds, such as overemphasis on certain activities, lack of variety or neglect of certain age groups or interests. On the other hand, if not used effectively, the forecast tends to lose its value. A director who believes that no attempt is made to analyze his forecasts or to see that they are adhered to is likely to fill them out in a perfunctory manner and consider his time wasted.

Some authorities do not approve of standardized forecasts because they believe that stereotyped programs are likely to result and that directors tend to adhere to the forecast even when con-

WHAT'S DOING FOR BOYS

AT THE

PLAYGROUND FOR WEEK ENDING 19

FOLD UNDER BEFORE POSTING DIRECTOR

KEY MORNINGS

D—Crafts
E—High Organized Games
F—Low Organized Games
G—Nature
H—Quiet Games and Stunts
I—Relays and Races
J—Sand Play
L—Special Events
M—Stories

KEY AFTERNOONS

A—Apparatus
B—Athletics
C—Combative Contests
D—Crafts
E—High Organized Games
F—Low Organized Games
G—Nature
H—Quiet Games and Stunts
I—Relays and Races
L—Special Events

KEY EVENINGS

A—Apparatus
B—Athletics
C—Combative Contests
E—High Organized Games
F—Low Organized Games
H—Quiet Games and Stunts
L—Special Events
N—Tales and Yarns

	KEY	MONDAY	KEY	TUESDAY	KEY	WED
MORNING		TO		TO		
		TO		TO		
		TO		TO		
		TO		TO		
		TO		TO		
AFTERNOON		TO		TO		
		TO		TO		
		TO		TO		
		TO		TO		
		TO		TO		
EVENING		TO		TO		
		TO		TO		
		TO		TO		
		TO		TO		
CLASSES						

FORM 11. WEEKLY FORECAST

ditions on the playground call for deviations from it. Whenever forecasts are used workers should be encouraged to modify their proposed schedule whenever unforeseen factors make such action desirable.

Form 11, illustrates a weekly forecast that covers each hour of the playground day and suggests the scheduling of a wide variety of activities for boys. A comparable form would be needed for girls. To fill out a form of this type requires considerable time, but also encourages thoughtful consideration of the coming week's activities.

The Seasonal Forecast

Directors of year-round playgrounds are sometimes required to submit in advance of the summer playground season a forecast for the entire summer. Los Angeles, for example, uses forms on which are entered the recurrent scheduled activities, the special events and the planned events off the playground which each director proposes to conduct during the coming summer vacation. The sheet for the recurrent activities carries the following headings: day, hour, activity, name of group, boys-girls-men women-corecreational, age group and director in charge. Special events are entered under the following: date, hour, name of event, brief description, age group and director in charge. The same headings are provided on the plan sheet for the off-the-playground events, except that the location of the event is also indicated.

A seasonal forecast of this type requires thoughtful long-range planning on the part of the director and his assistants if it is to achieve the desired results. It is practicable primarily at playgrounds open the year round where the director is thoroughly familiar with neighborhood conditions and therefore knows well in advance the types of activities likely to be popular and successful. A seasonal forecast prepared by the director of a summer playground is certain to require modification as the season advances.

The Supervisor's Report

The regular reports of the supervisors are of great importance to the playground executive who, except in the smaller cities, must rely to a considerable extent upon his supervisors for information as to the condition of the playgrounds, the efficiency of the directors and leaders, and the way in which the program is being carried on. There is little uniformity in the report forms used in

different cities; the items depend in part upon the number of playgrounds the supervisor must visit and the frequency of his visits. Some forms are used for reporting each playground visit; others represent a weekly report. They may record in detail each playground visit or may cover only items considered of special significance. Report forms provide a list of items to be observed by the supervisor on his visit to the playground and some of them include a series of vertical columns for rating each item.

Form 12 suggests a blank for a supervisor's report to be submitted weekly or at greater intervals. This blank relates to only one playground, so a copy needs to be filled out for each playground for which the supervisor is responsible. On the blank the supervisor enters information concerning conditions at the playground as observed at the time of his visits. His reports enable anyone to see at a glance how the playground is functioning and to detect its strong and weak features. Where desirable, the data entered by the supervisor can be compared with similar figures submitted by the playground director. Where a form of this type is used the supervisor will usually want to keep a separate weekly report which summarizes his visits each day on a form somewhat comparable to the specialist's weekly report form shown on page 327.

Parent's Permit

A form on which parents give permission for their children to take part in special activities, particularly those away from the playground, is being used increasingly by playground authorities. The use of such a form provides a safeguard to the authorities, especially in case children are to be transported to distant neighborhoods or outside the city, and prevents a child from joining a group taking part in off-playground activities without his parent's knowledge and consent. Without such permission the authorities or individual leaders may incur a risk of being held liable in case of accident or injury to one of the children. It should be kept in mind that the parent cannot sign away the child's right to sue, but compulsory use of the permission form indicates concern for the child's welfare by the playground authorities.

Two types of forms are used. One applies to a single event only; the other is a blanket or limited permission that covers all or several playground activities. Forms 13, 14 and 15 are examples of permit forms. The form for a single event is relatively simple. Forms 14 and 15 enable the parent either to give a blanket approval

SUPERVISOR'S REPORT

________ Playground For week ending ________

	Date	Date	Date
Hour of arrival			
Hour of departure			
Attendance			
Weather			
Flag flying?			
Workers absent			
Workers not in uniform			
Cooperation of workers			
Program being carried on?			
Correspond with forecast?			
Conduct of children			
Attitude of children			
Condition of bulletin board			
Is forecast posted?			
Are records up to date?			
Condition of property			
Sand box			
Apparatus			
Wading pool			
Building			
Surface			
Game courts			
Play materials			
Neighborhood relationships			
Publicity			
Significant accomplishments			
Help given			

Comments

________ Supervisor

FORM 12. SUPERVISOR'S REPORT

XVILLE RECREATION DEPARTMENT
OUTING

I hereby give my son/daughter ______________ permission to attend the ______________
(Name of Event)
to be conducted by the ______________ Playground
on ______________
(day) (date)
I understand the party will leave the playground at ______ m.
and expects to return at about ______________ m.
Date ______________ Signed ______________
(Parent)

FORM 13. OUTING PERMIT

or to specify the types of off-playground activities in which his child may engage. The activities on the latter blank depend upon the local program.

PROPERTY RECORDS

A playground department that owns properties needs to keep an accurate record of all such areas, buildings, facilities and equipment. This includes not merely a property inventory but data such as maps, sketches and construction plans for its areas and improvements upon them. Many playground authorities do not need to keep records of this sort, because they use only areas and facilities owned and developed by other departments. Practically every playground department, however, issues permits to individuals and teams for the use of properties under its control, and efficient operation requires that these permits and the periods they cover be systematically recorded. A permit book is sometimes printed and bound for each facility, with permits in sequence for every available period. When a form is filled out and torn from the book, it means the facility is reserved for that period. More frequently a single permit book is used and the name of the facility and the hours covered by the permit are filled in on each form as the permit is issued. The duplicate or stub retained in the book serves as an office record. If the permits are also entered on a

XVILLE RECREATION DEPARTMENT

PARENTAL CONSENT FOR OFF-PLAYGROUND

PARTICIPATION IN RECREATIONAL ACTIVITIES

Blanket Approval

I hereby request and consent that my child (ward)________________
(Name of Child)
while a patron on the playgrounds under the jurisdiction of the Xville Recreation Department be permitted to participate in any of the off-playground activities.

I understand that such activities may be conducted in playground buildings, on public playgrounds, on school premises, or away therefrom and that such activities may be engaged in during playground hours or at other times.

I further understand that the activities are carried on under the direction or sponsorship of recreation leaders employed by the Xville Recreation Department.

I also understand that in traveling from one playground to another, or to the place of the conduct of the activity, the group may or may not be accompanied by a playground employee.

This consent shall remain in force until revoked by me by written notice to the Xville Recreation Department.

____
(Signature of Parent or Guardian)

____
(Address)

____

____
(Date)

(See other side)

FORM 14. PARENT'S CONSENT BLANK

XVILLE RECREATION DEPARTMENT
PARENTAL CONSENT FOR OFF-PLAYGROUND
PARTICIPATION IN RECREATIONAL ACTIVITIES

Initialed Activities Only

I hereby request and consent that my child (ward) ______________________
(Name of Child)
while a patron on the playgrounds under the jurisdiction of the Xville Recreation Department be permitted to participate in the off-playground activities initialed by me.

This consent shall remain in force until revoked by me by written notice to the Xville Recreation Department.

Item	Space for Parent's Initials	Activity
1	______	Baseball
2	______	Basketball
3	______	Bicycling
4	______	Bowling
5	______	Day Camping
6	______	Demonstration
7	______	Drama rehearsals and productions
8	______	Game tournaments
9	______	Ice skating
10	______	Music festival
11	______	Nature hikes
12	______	Outings and picnics
13	______	Play days and festivals
14	______	Roller skating
15	______	Softball
16	______	Touch football
17	______	Track and field
18	______	Swimming
19	______	Trips to points of interest

____
(Signature of Parent or Guardian)

____
(Address)

____

____
(Date)

(See other side)

FORM 15. PARENT'S CONSENT BLANK (reverse side)

XVILLE RECREATION COMMISSION
CITY HALL Phone________

Permit No.____________________

is issued to____

for the use of Tennis Courts at________________Field

for the year 19__.

____
Superintendent of Recreation

Date____________ ______________________________
Individual receiving permit

FORM 16. YEARLY TENNIS PERMIT

DEPARTMENT OF RECREATION
Canton City School District 992

ATHLETIC FIELD PERMIT

Date______________________

Team____

is hereby given permission to use__________________Field

Date of Permit________________________________

Hours of Permit________________________________

____
Director of Recreation

All teams using athletic fields agree to abide by rules
and regulations of recreation department, Canton City
School District

FORM 17. ATHLETIC FIELD PERMIT

chart for each facility when granted, the worker who issues permits can see at a glance the periods that are still open.

Three typical forms are shown here. Form 16 is a season tennis permit issued to an individual. This form, unlike some types that give a person the right to play on a designated court for a specified period, does not provide for a reservation. Form 17 is an athletic field permit used in Canton, Ohio, which indicates that a team has been granted permission to use a field at specified hours. Form 18 is a sheet used in Cambridge, Massachusetts, on which are recorded the permits issued for a baseball diamond during a period of one month. Since the dates fall on different days of the week in different months, the days must be inserted in the first column whenever a new chart is put to use. The dates are printed on the form which is 8½ x 11 inches.

Financial and Business Records

Because the playground department receives and spends funds and engages in a number of business operations, the keeping of accurate records of its financial and business transactions is just

RECREATION COMMISSION
Cambridge, Mass.

FIELD PERMIT RECORD

Playground ....

Sport ....

Month ....

Day	Date	Morning	Afternoon	Evening
	1.			
	2.			
	3.			
	4.			
	etc.			

Form 18. Field Permit Record Chart

as essential as it is in the case of a private business. Most legislation under which playgrounds are operated specifies that the playground authorities shall keep records of their income and expenditures and shall submit an annual financial report to the appropriating body. As a matter of fact, the way in which the financial and business records are kept and the forms used in keeping them are sometimes determined by the municipal accounting department and not by the playground authorities. The bookkeeping is actually done by the central municipal accounting officials in some cities. A brief consideration of the financial problems of playground departments and ways of handling them appears in Chapter XIX.

The specific records which need to be kept include the detailed budget estimates and approved budgets; records of all income, including statements of amounts received from facilities or services for which a fee is charged; detailed accounts of all expenditures under appropriate budget headings; records of all bills, warrants, vouchers, contracts and requisitions; inventories of all playground properties, equipment, supplies and furniture. The keeping of these records is primarily the responsibility of the central office, although in some cases the individual playground directors share it. They are required, for example, to keep accounts of all money taken in or expended at their playgrounds, though these amounts are usually small; they must also keep an inventory of their playground equipment and supplies and must submit requisitions for new materials. Most playground funds, however, are handled by the central office and most business functions are likewise performed there.

Since accounting activities, methods and forms are either prescribed or handled by the municipal accounting department in some cities, and since in others playground authorities can turn to this department for advice, the subject will not be discussed at length here. In any case the forms and methods used are not peculiar to the playground department. The methods used in such functions as purchasing materials, securing bids and making contracts are also often uniformly prescribed for all city departments; record forms are standardized, and these functions are performed by a single city department. Recording the distribution of equipment and supplies is an important phase of business record keeping, however, in which every playground director has a significant share.

The Supplies Inventory

Each playground, as well as the entire department, needs to keep an inventory of its supplies and equipment. This is true regardless of the degree to which the playground director is held accountable for the proper use and return of all supplies assigned to his playground. Only if such records are kept can the costs of materials be divided among the various grounds and the directors be held accountable for them.

A continuous inventory is kept at year-round playgrounds; where playgrounds are open only for a few weeks or months, the inventory is made at the beginning of the season and rechecked at the close. It should also be checked whenever a new director is assigned to the playground. The inventory should be made in duplicate or triplicate, with one copy for the playground, another for the central office and a third copy for the central storeroom, if it is not in the office. As additional items are delivered to the playground or as materials are turned in by the director, he makes notations on the inventory record. Entries can be made readily if the inventory is posted in the supply cabinet. At the end of the season the director should be required to account for all the supplies and equipment charged to his playground.

Policies differ as to the personal responsibility of the director for the loss of materials issued to his playground. Sometimes worn out supplies such as balls and broken bats must be turned in before new replacements will be issued. In a few cases lost or missing supplies are charged against the personal account of the director, and their cost is deducted from his final salary check unless he can account for them at the end of the season. Most authorities recognize that a certain amount of loss is inevitable and therefore accept it, provided the director gives evidence of having taken precautions to safeguard the items assigned to his playground.

Form 19 illustrates a type of inventory record that can be kept up-to-date readily throughout a playground season.

Requisitions

Before playgrounds are opened for the season a supply of materials sufficient for immediate needs is usually distributed at all the grounds. As the season advances, balls wear out, bats break and new handcraft materials, office or maintenance supplies are needed. The director uses blanks or forms in requisitioning new

DEPARTMENT OF RECREATION
XVILLE, NEW YORK

INVENTORY

Playground__________ Date Submitted________ 19____

SUPPLIES	INITIAL SUPPLY	ADDITIONAL AMOUNT RECEIVED (Weekly or Monthly)				SUPPLIES	TOTAL REC'D.	SEASONS RETURNS		AM'T. LOST
		1st	2nd	11th	12th			During	End	
Basketball - Leather						Basketball - Leather				
Basketball - Rubber						Basketball - Rubber				
Bean Bags						Bean Bags				
Bladders						Bladders				
Chess Boards						Chess Boards				
Chess Sets						Chess Sets				
Deck Tennis Rings						Deck Tennis Rings				
First Aid Kit						First Aid Kit				
Jack Balls						Jack Balls				
Jacks						Jacks				
Horseshoes (sets)						Horseshoes (sets)				
Jumping Ropes						Jumping Ropes				
Nets						Nets				
Other Balls						Other Balls				
Paddles (tennis)						Paddles (tennis)				
Pump						Pump				
Repair Kit						Repair Kit				
Softball - 12"						Softball - 12"				
Softball - 14"						Softball - 14"				
Softball Bats						Softball Bats				
Sport Balls						Sport Balls				
Supply Bag						Supply Bag				
Table Tennis Balls						Table Tennis Balls				
Table Tennis (sets)						Table Tennis (sets)				
Volley Ball - Leather						Volley Ball - Leather				

FORM 19. INVENTORY RECORD

CITY OF DETROIT
DEPARTMENT OF PARKS AND RECREATION
SUPPLY REQUISITION BLANK

Date______ 19__

Article	Number Returned	Number Delivered

Filled by________________ Approved________________
Supervisor

Delivered by____________ Date Delivered________

For________________________ Playground or Center.

No.____________ ____________________
Director

FORM 20. REQUISITION BLANK

materials. They provide a written permanent record, are useful in keeping the inventory up-to-date and furnish a means of checking deliveries. Since certain types of supplies can be distributed only with a supervisor's approval, the blank sometimes provides a space for his signature.

Form 20 is a supply requisition blank approximately 4″ x 6″ used in Detroit.

Official Organization Records

In some of the larger systems special kinds of requisition blanks are used for different materials and services such as handcraft supplies, caretaker's supplies, costumes; or equipment such as bleachers, lights or amplifiers for use at special events. This practice is advisable only where materials are distributed from more than one center, as from the office, the workshop and the costume room. A mechanical requisition form is sometimes used for requesting repairs, requests for which should be as specific as possible and should give the reason for making them.

Records relating to the powers, actions and correspondence of the board or other authority responsible for the playground system differ in nature from the records previously considered. They are not used in the direct operation of the program and are of immediate concern only to the board, executive and office secretary. They must be kept accurately and safely for they afford the basic information relating to the policies and procedures that govern the department and its functions. Minutes of board meetings should be submitted to members for study before being approved; all reports submitted to the board by the executive, board committees or experts should be recorded and filed; all official correspondence, complaints and court actions involving the board should be made a part of the permanent record. Forms are seldom used for such records, although in some large cities blanks have been prepared on which items are submitted by the superintendent to the board for action; others are used to list agenda for board meetings.

CHAPTER XXI

Publicity

In spite of the constant stream of sales talk, news comments and propaganda which is poured out by way of the radio, television, movies and printed page, or perhaps because of it, a large part of the American public is uninformed as to important problems and happenings in their local communities or is indifferent to them. Playgrounds today must compete with street attractions, commercial recreation, the vacant lot, the movies, radio and television for the time and interest of people during the hours when they are free to play. If playgrounds are to attract children, youth and adults and are to render a maximum service to their neighborhoods, the playground authorities must not only provide a challenging program but also use every suitable publicity medium for informing the public and inviting people to make use of the facilities.

Publicity is one phase of a public relations program. Good public relations are absolutely essential for the playground department because, unless its offerings are favorably accepted by the public, it might as well cease operating. People come to the playgrounds purely from choice and playground attendance therefore affords an index to the understanding and appreciation of playground service by the public. The most effective publicity a playground system can receive is through the enthusiastic approval and support of the children, young people and adults who use it. Satisfied customers are its best advertisement.

Methods and media for achieving an effective publicity program vary in different communities, but its objectives are generally similar and the entire program should be designed to help achieve them. An informed, favorable public opinion must be developed if a single playground system is to attain fully its objectives. Efficient operation and interesting programs go far in developing good will for the playgrounds in a neighborhood or city, but they do not assure maximum participation and attendance, public understanding or widespread support. The playground department should have an effective publicity program for a number of reasons, such as the following:

1. The general public and parents in particular need to be educated as to the importance of play in the life of the child and the values resulting from group play under leadership, as provided at the playground.
2. Parents need to be encouraged to send their children to the playgrounds, by pointing out to them the benefits resulting to the children and also the dangers of street play.
3. The people need to be informed as to the locations where programs are carried on, the hours of operation, the facilities available and the activities provided.
4. Because many people think playgrounds are for children only, the opportunities afforded to young people and adults need to be stressed particularly.
5. Special events, feature programs, demonstrations and championship contests, which provide recreation for a large number of spectators, need to be announced widely.
6. Schedules for league games, club meetings and tournaments need to be issued regularly for the benefit of players, members and spectators.
7. A favorable public opinion, which will support budget requests and proposals for enlarged programs, needs to be developed through the interpretation of the contribution the playgrounds are making to the welfare and happiness of the people.
8. The importance of leadership and the importance of the service rendered by paid and volunteer leaders needs to be stressed constantly.
9. The relatively small cost of providing playgrounds as compared with other forms of commercial and privately purchased recreation needs to be pointed out.
10. The public is more ready to approve and support plans for

increased areas and facilities, if the playground authorities have conducted a publicity campaign interpreting the need for these facilities and their potential value.

11. The public is entitled to receive from the playground authorities an accounting of the uses made of the funds and properties entrusted to their care.

PRINTED MATTER

Many forms of printed matter are issued by recreation departments in telling their story to the public. These include directories of facilities, announcements of playground activities, schedules and programs, posters, playground newspapers and bulletins and annual reports. The subject of reports was discussed in Chapter XX. Playground authorities should reproduce materials issued by others only with the author's permission and in such cases credit should be given the original source.

Information Booklets

Printed or mimeographed booklets, pocket directories, bulletins and leaflets announcing the summer playground program and inviting parents and children to participate in the activities are perhaps more widely and effectively used than any other form of printed matter issued by playground officials. These announcements list the playground locations, indicate the hours they will be open, describe the activities to be offered and the facilities to be operated and include such items as the ages to be served, schedule of special classes, fees to be charged or any other facts of interest relating to the program. A map of the city, with playground locations indicated, is sometimes included. The announcements invariably contain a statement or a slogan as to the importance of playgrounds and the play program and photographs of some playground scenes. The name, address and telephone number of the department are always given and, in some instances, the names of the workers in charge. Most announcements of this sort are issued and distributed by the playground department and relate only to its own services; sometimes the agencies in a city that offer summer vacation programs combine in issuing a folder listing the total facilities and services available.

Since the purpose of these announcements is to sell the program and attract people to the playgrounds, they should arouse interest

and demand attention, in addition to providing information. If announcements are mimeographed, make the covers with appropriate sketches and designs. Titles that catch the eye and stir the imagination are most effective. The following are typical:

Calling All Boys and Girls to Belleville's Playgrounds
More Fun for Everyone in Manitowoc
Every Day You May Play
Fun for the Family in Akron
Enjoy Your City's Parks This Summer
An Investment in Better Living
Summer Fun for Everyone in Detroit's Parks
Vacationing in Chicago
Play Happily and Safely Under a Planned Program
Fun on Oakland's Playgrounds

Suitable slogans can be introduced to advantage in playground folders, as was done in one entitled, "Family Recreation in Eau Claire." At the head and foot of the pages in this booklet were printed such sayings as, "It's Fun to Live in Eau Claire," "More Recreation for More Children," "Recreation Develops Democracy," "It's Recreation for All in Eau Claire," "The Youth of Our Community Are Our Most Precious Possessions," and "Recreation Is a Public Responsibility."

A direct appeal can be made to the parents, as in a 4-page folder entitled, "Wilmette's Summer Playground Opportunities for the Whole Family." The second and third pages contained a letter from the Recreation Board informing the parents concerning the plans for the summer. Each paragraph described some feature such as the playgrounds, day camp, summer band, tennis instruction, swimming program, village green activities and bowl events. Following the letter was a registration blank to be filled out by the parent in registering his child for the summer's program.

In its booklet, "Fun at the Playgrounds," a guide to summer recreation, the Los Angeles Recreation and Parks Department invites people to its playgrounds with the following statement:

Playgrounds

.... Are for young and old, rich and poor alike. Everyone is welcome to use them. You'll find a great variety of things to see and do, recreational activities of interest to small children, boys and girls, teen-agers, young adults, and mature men and women.

.... Are open every day in the year. An especially diversified program takes place during the summer vacation season.

Evening activities take place on outdoor lighted areas and in pleasant community clubhouses.

.... Offer the athletic-minded sports of all kinds. Tennis, baseball, softball, basketball, horseshoes, volley ball, handball, croquet, archery, badminton, football, soccer, gymnastics, and many other favorites. Join an organized team or league, enter tournaments and competitions, if you wish. Or get up your own games with your friends, using playground sports facilities.

.... Give you a wide choice of other recreational pursuits. Are places to visit whenever you want happy uses for your leisure.

.... Are well supervised. Trained men and women recreation leaders direct children and youth in their activities, instilling good character, sportsmanship, citizenship. They help adults, too, in finding and enjoying their favorite forms of recreation.

.... Are free. No charge is made for taking part in their activities, except where special services are offered which require special expenditures to maintain.

Most playgrounds during the course of the year or season issue announcements of institute courses, folders describing hobby and special interest clubs, booklets on home play or picnic services, programs of special productions such as the playground pageant or circus, schedules of athletic leagues and manuals on safety activities. These publications enable the department to tell its story and interpret its work to many sections of the population.

The question arises in every community as to the most effective method of distributing the information booklets. They are handed to individuals coming to the centers operated by the department, are mailed to local service clubs, churches and industries for posting on their bulletin boards or for mention in their publications and are distributed through neighborhood and community organizations, Scouts, Y.M.C.A.'s and other groups. Cooperation of the school authorities frequently enables the folder to be handed out to the children in school, who are urged to take them to their homes. They have been enclosed with water, gas and electric bills in some cities. Five thousand copies of a donated folder announcing summer activities were dropped from an airplane over one city.

Posters

Effective use has been made of posters in advertising playgrounds, for the playground program lends itself to attractive poster ideas

and designs. A few carefully designed, colorful posters, strategically placed in schools, banks, stores and public buildings can tell the story to a large section of the local population. Some cities use street cars and busses to carry poster advertisements of playground events.

The making of posters is of itself an interesting and challenging playground project for the older children. To be effective a poster should contain only a few words, and a picture helps greatly, especially if it is in color, though it is not essential. Poster contests help to stimulate ideas for playground posters and provide new posters for the bulletin boards.

Newspapers

"Strong, steady newspaper publicity is the backbone of public interest in your organization. More than anything else newspaper publicity attracts the support of the community and its good will."[1] Playground authorities obviously need to make effective use of the newspapers. They should therefore establish and maintain friendly relations with the local or neighborhood newspaper editors and reporters and fully utilize this means of reaching the reading public. Many playground happenings are excellent news material and papers are glad to publish stories about them if the material is presented promptly, honestly and in an interesting manner. Newspapers welcome stories concerning special events on the playgrounds such as pageants, festivals, marble tournaments, swimming meets and pet shows, dedication of new facilities, reports of attendance and of special studies. They also offer opportunities for placing human interest or feature stories centered around special achievements on the playground, a group carrying on an unusual activity or a unique or especially distinctive program feature.

Kinds of Publicity

Various departments of the paper may be used for reporting developments of interest to the readers of these special sections. Schedules of athletic leagues and accounts of tournaments and games, for example, are often welcomed by the sports editor. Photographs of playground activities have a place in the rotogravure section. The real estate section may be used to give publicity to new facilities developed on the playgrounds. Appropriate news may also find its way into the home page, society column, woman's page

[1] *The ABC's of Public Relations,* National Recreation Association, 1946.

or music section. Carefully prepared statements relating to such items as accident prevention, playground costs and program services often receive editorial comment if submitted to the editorial department. An item must have city-wide interest in order to be accepted by the metropolitan newspapers, but more detailed accounts of playground happenings of localized interest can be placed in neighborhood papers or in papers in the smaller cities.

The interview is a valuable form of newspaper publicity in which an influential citizen expresses his views as to the importance of playgrounds in the life of the city. Through an interview the chief of police may point out the value of the playgrounds as a means of reducing delinquency, a leading clergyman may express his views as to the character values of play under right leadership, a business man may indicate how playgrounds attract individuals or industrial concerns to a city or the superintendent of schools may show how opportunities for wholesome play outside of school hours help develop habits, skills and attitudes on the part of girls and boys which enable them to be more successful in school. Interviews are also an effective means of answering an attack upon the playgrounds, or of helping secure a new playground or an increased appropriation.

The value of photographs cannot be overestimated, for as an astute newspaper man has said, "Print has the power, but pictures have the pull." A short news story with a good photograph will usually attract more attention than a long story without one. Pictures with human interest, showing life and action, and especially pictures of happy children, have a special appeal. They are just the type of pictures that the alert, expert photographer can get on the playground. A newspaper will sometimes send a cameraman to the playground on the occasion of a special event of exceptional importance. A recreation department that sponsors a camera club is fortunate as far as securing good pictures is concerned. Several departments have conducted photography contests and some of the contest pictures have been used in newspaper and other publicity.

A few playground departments are allotted a page or column once a week in the local papers, and this affords opportunity for educational material as well as news stories. Department publicity is sometimes secured in a newspaper's weekly youth column. Full page announcements of the playground season have appeared in several cities; in some cases space is contributed by the newspapers but in others the "advertisement" is paid for by a local company. The Bessemer *Advertiser* of Bessemer, Alabama, issued on June 3,

1949, a "Park and Recreation Board Edition" of four pages, with advertisements, bearing the heading "School's Out—What Now for the Kids?" and describing the recreation opportunities offered during the summer months. In Cambridge, Massachusetts, the superintendent of recreation, serving as guest editor for a day, prepared the leading editorial on the work of his department. Many newspapers carry regularly a calendar of events in which important activities sponsored on the playgrounds can be reported. Preparation of this column is a responsibility of the recreation authorities in some small communities.

Procedures

Regardless of the particular method of handling newspaper publicity all published statements should be accurate and should conform to the policies of the department and reflect credit upon it. Where the work is well established reporters call at the playground office or at the individual playgrounds for news of playground happenings; otherwise the stories must be carefully prepared and submitted to the papers in acceptable form. Type them double space with wide margins on regulation paper or the longer legal size used in newspaper offices. Include name, address and telephone number of the department and the release date. Give all the essential facts in the first paragraph of a news story. Stress names of winners, participants, performers or volunteers in local papers. Take care that all papers receive fair or equal consideration in the releasing of playground news material. Schedules of future meetings, contests or events, and detailed announcements giving names of local individuals wherever possible, if handed to reporters well in advance, provide the basis for future publicity.

The questions below suggest procedures that if followed will assure to playground authorities satisfactory relationships with newspapers and effective publicity for their program: [2]

1. How recently have you given the key man on each city daily a real picture of your department and what it is trying to do?
2. Whenever you talk to a reporter, do you remember to give him human side lights, little stories of the actual boys and girls and what the playground has meant to them; some of the amusing things that are always happening on the playground?

[2] Adapted from *The Power of the Press*, National Recreation Association, 1946.

3. Have you made a point of learning how to make it easier for the papers to get playground news? Do you keep on the lookout for news, other than playground items, with which to tip off your newspapermen?
4. Have you ever checked on when and in what exact form your papers like to get their recreation news?
5. Do you know, and POST IN YOUR OFFICE, the deadlines of the papers in your towns—all sections: daily, Sunday, sports, women's page, straight news?
6. Are most of your stories on the sport page, but seldom in the women's section, general news, editorials, columns and cartoons?
7. When you have interesting playground news, do you decide in advance which section of the paper it should go to . . . and then line up your information accordingly?
8. If your papers have chatty columns of this and that, do you watch for happenings on playgrounds that might fit in, and then call the columnists about them?
9. Do you stress ACCURACY—in names, addresses, dates, time and other general facts?
10. If there is more than one newspaper in your town, are you strictly impartial? Do you give the same news at the same time?

Playground Papers

Playground newspapers serve to acquaint children and their parents with the playground objectives, facilities, activities and rules and provide a record of playground events. Many of these newspapers are published weekly during the summer months; a few are issued monthly throughout the year. In small communities with one or two playgrounds the paper may be issued once or twice during the summer. The newspapers vary from simple mimeographed sheets to more elaborate printed booklets some of which carry advertising. The playground staff prepares the copy in a few instances, but as a rule the paper is a playground project carried on entirely by the children with the advice of a leader. Because children feel it is their publication, they are more likely to bring it to their parents' attention. Adopt names which appeal to children or are of local significance, such as the *Playground Periscope,* the *Playground Tatler, Recreation Round-up, Playground Summer Fun, Sand-lot News, The Pied Piper, The Play-O-Game* or *Chips of Wood Park.* Try an essay contest on the playground or in the schools—on such subjects as "Why I like to go to the Playground" or "Does our

city need more playgrounds?" This arouses interest among children and parents and the winning essays can be widely publicized.

Encourage as many children as possible to submit material for the paper, but have a special staff or junior editors and reporters who assume responsibility for collecting and editing the copy under the guidance of a paid worker. Boys and girls who are eager to take part in this activity are sometimes enrolled as members of a junior press club. A single playground may issue its own paper but some playground newspapers are a city-wide project.

Radio

Some recreation workers believe that television offers exceptional possibilities for publicizing playgrounds but as yet these are largely unexplored. The radio, however, is widely and effectively used by playground departments. Like the newspaper, radio is a means of addressing the public at large. Many local radio stations give free time to playground authorities because their programs are of such wide public interest. Two of the chief problems involved in the use of radio are the preparation of programs and the building of a listening group. The public is so accustomed to hearing the finest talent and skillfully developed programs that it will not listen to dull, poorly prepared presentations. Playground authorities planning to use the radio, therefore, need to enlist the services of persons with experience in the preparation of scripts and in presenting programs on the air; otherwise use of this medium should be avoided. Regular periods, usually once a week, are essential if the department is attempting to develop a continuing radio program with a regular listening audience; but use of the radio by some departments is restricted to occasional spot announcements or special features. In building up a listening clientele for its regular program, the playground authorities use such various methods as newspaper publicity, circulars, notices at meetings and on bulletin boards and spot announcements on the air.

Types of Broadcasts

Spot announcements and interviews are the most common forms of radio broadcasts. Suggestions for radio broadcasts relating to playgrounds follow:

1. On-the-spot descriptions of playground events such as opening days, pageants, festivals, athletic contests and feature events such as a pet show or on-wheels meet

2. News and previews of playground happenings and programs
3. Imaginary trips to a playground, where several groups are given an opportunity to contribute to the program
4. Round table or forum discussions on subjects of general interest such as playgrounds and safety, how the playgrounds develop junior leadership, creative activities on the playground or the role of the playground leader
5. Talks or debates on such subjects as the importance of playgrounds or on the playground needs of the city
6. Interviews with prominent citizens or with champions in playground activities
7. Group presentations by members of a hobby club
8. Dramatic presentations, especially story dramatizations
9. Musical programs
10. Variety or amateur talent shows
11. Quiz contests
12. Informative talks on such subjects as vacation activities, backyard playgrounds or holiday fun
13. Directions for games, handcrafts, or social recreation activities
14. Storytelling

The regular news commentator at the local radio station is often willing to mention items of unusual interest, and interviews with prominent people can sometimes be arranged on established guest programs.

Playground workers in considering the use of radio for publicity purposes need to decide what kind of a listening audience they can or would like to reach, what the objectives of the program should be and what types of programs can most readily serve their purpose. They must take into account the specific requirements, personnel and preparation required for various types of programs. An interview can readily be arranged and requires little time for rehearsal, but a play can be presented effectively only by experienced actors. A musical program with the supplementary comments can be carefully rehearsed in advance, but the broadcasting of a playground event or a visit to a playground is certain to have blank spots or dull moments, unless it is handled by an experienced commentator. When radio programs have a continuity that carries out a theme they are likely to be more effective than when they consist merely of a series of unrelated broadcasts. The playground broadcaster seeks to interpret his work to the public and his script should be easy, direct and conversational in manner, and should make effective use of humor and emotional appeal. Frank discus-

sion and close cooperation with the personnel at the radio station are essential to successful radio programs.

Typical Programs

The following brief accounts illustrate how three cities use radio as a publicity medium for the playground program.

Mobile broadcasting units loaned to the Recreation Commission in Cincinnati, Ohio, visited the playgrounds twice a week. Children on the playgrounds were interviewed about the activities in which they were taking part and were asked their opinion of the recreation opportunities offered them.

House of Make Believe is the title of a weekly half-hour show sponsored for years by the Playground and Recreation Department in San Diego, California. The shows are definitely slanted for children and teen-agers and their success is attributed to the fact that the program strives primarily to offer entertainment to the listening audience. "Variety shows, humorous dialogue, musical numbers by a teen-age band, individual singers and instrumentalists and playettes which run through the entire half hour and portray folklore, traditions, adventure, history or situation comedy"[3] share a place in the programs. Holiday and seasonal celebrations, athletic events, quizzes and shows appropriate for occasions like National Book Week and National Music Week are featured. Recreation facilities are brought to the attention of the listeners, many of whom are visitors or newcomers to San Diego.

Each playground where a radio group has been organized has its turn in putting on a show. The youngsters are given two weeks to prepare; then they must go on without any rehearsal in the studio. The shows are presented at 9:30 A.M. on Saturday. Visitors are allowed, with the result that the studio is usually filled with relatives and friends of the performers. A writer who has turned out original scripts, saving the payment of royalties by the department and enabling local materials to be used, has been a valuable factor in the success of the program.

The Recreation Department in Decatur, Illinois, has conducted a successful summer series entitled, *Your Recreation Reporter. Hats Off* was one feature presented with musical fanfare. The scripts gave public recognition to individuals and organizations that had rendered conspicuous service to the Recreation Department. Each Monday *Hats Off* acclaimed the winners of the city-wide inter-

[3] "House of Make Believe: San Diego Playgrounds on the Air," *Recreation*, October, 1946, p. 370.

playground tournament the preceding week. *Yesterday's Recreation in Decatur* was another regular feature through which interesting high lights in the city's recreation history were recorded in 30 broadcasts. Time was also devoted to the announcement of picnic and family reunion reservations in the parks and of scheduled recreation events such as band concerts, square dances, motion pictures or sports tournaments. Each Monday a forecast of the week's activities at the playgrounds was presented for the benefit of children and parents. Human interest was maintained through brief statements by children on their experiences at the day camp and through the daily *Story with a Grin.* Decatur has proved that such a series of broadcasts creates good will for the recreation department and gives people a better insight into its program.

Exhibits and Demonstrations

Exhibits of handcrafts and art objects made on the playgrounds are commonly displayed in store windows or at the playgrounds near the close of the playground season. People like to show others what they have made and these objects are of interest to the public, as well as to the families and friends of the individuals who made them. Sporting goods stores often arrange displays to advertise the playground activities in the field of games and sports. Avoid crowding of the space and limit the display to a few striking objects or posters. A living exhibit is most effective, such as a puppet show or a group of boys making model airplanes or sailboats. If children are used in a window exhibit they should not be "worked" too long and care should be taken to avoid exploiting them. The displaying of a model of a proposed playground, a spot map which illustrates street accidents or the homes of playground children—made by the children—is an excellent way to publicize the program. Models of proposed new playgrounds have been displayed to advantage in city halls, banks, schools and store windows. City maps showing graphically playground needs, facilities or services, if strategically displayed, tell their story to a large cross section of the community. Exhibits are often arranged for special occasions such as Recreation Weeks, Joseph Lee Day or a backyard playground campaign. An exhibit in a bank or department store window gains the attention of larger numbers, although there are certain local values to be gained by having a neighborhood exhibit.

Demonstrations are perhaps the most valuable and striking form of playground publicity. The playground circus, pageant or festival,

whether a neighborhood or city-wide event, attracts a large number of spectators, many of whom gain their impression of the playground program from watching a single event. These activities afford opportunities for securing various forms of publicity, but in themselves demonstrate to the public the nature and effectiveness of the playground leaders and the joy and satisfaction which the participants gain from their part in the program. Playground reviews or demonstrations of typical activities, doll shows, model aircraft tournaments and similar events serve much the same purpose. Alert playground leaders take advantage of these occasions to enlist the cooperation and interest of municipal officials and civic leaders by inviting them to serve as judges or in some other capacity. Careful preparations are essential in order that the public may be favorably impressed by the manner in which the program is organized and conducted. Announcements by the playground workers and posters made by the playground children and placed in strategic locations call attention to coming events and invite those present to come regularly to the playgrounds. Street parades of playground children, in costume and carrying banners and posters have heralded the opening of playgrounds. An official proclamation by the mayor designating Playground Week or Recreation Week is an effective means of calling attention to the playground program. Also, town meetings to discuss playground needs bring the problems to the attention of influential citizen groups.

The Bulletin Board

The playground bulletin board is a direct advertising medium. Although it is read primarily by children, it is nevertheless an important means of publicity. To be read regularly by the children it should be attractive and display material of interest to them. To this end change material frequently so it will have current interest, use plenty of pictures and color and encourage children to bring pictures and items of interest for posting on the board. Try a special board for the smaller children, placed low enough so they can read it easily. The bulletin board not only recruits participants for the scheduled activities but it saves the workers' time that would otherwise be used in answering questions.

The following are some of the types of material that may be posted:

Daily schedule
Special weekly events
Schedule of team games and contests

- Results of games and tournaments
- Classification and rules for coming events
- Honor point system events
- Record of honor point leaders
- Standing of leagues and teams
- Accounts of happenings on other playgrounds
- Announcement of new games and craft material
- Pictures of champions in games and sports
- Posters announcing playground projects and events
- Rules governing use of playgrounds—hours open, etc.
- Safety posters or bulletins
- Announcements of junior organizations and meeting schedules

Speeches

Playground authorities frequently have opportunities to speak before meetings of service clubs, church groups, parent-teacher associations, business groups, labor unions, school assemblies and others. These provide occasions for describing the services rendered by the playgrounds and for inviting the groups to use its facilities and join in its activities. They should also be utilized to advance specific goals or objectives of the department, such as the enlistment of volunteers for a particular type of service, the securing of funds for a necessary project or the winning of support for an increased budget. In case the department is making plans for a referendum campaign for a tax levy or for a bond issue to acquire needed playgrounds, work out a carefully developed plan for presenting the proposal to all local organizations. Call upon members of the playground board and other influential citizens for help in such a speaking program and furnish them with the information which will enable them to present the problem fairly and adequately. The showing of a suitable motion picture often helps prepare a group for a talk on playgrounds.

Motion Pictures

Recreation departments in several cities have made a motion picture of their playgrounds in action. These films have been used for instructional purposes with the playground staff but have also been loaned to local organizations desiring to show them. Films of this type, if expertly taken, tell the playground story effectively. Playground films available on loan from other sources can also be used to bolster support for the local playgrounds. Several cities have made short trailers depicting playground activities, stating playground needs or announcing the opening of the playgrounds, that have been shown on commercial motion picture houses.

Tours

The old saying that seeing is believing is especially applicable to playgrounds, for a visit to a well-conducted playground gives a sense of reality that no amount of printed material or talk can convey. "Come-and-see" tours of playgrounds have often been arranged as a means of giving city officials, parents or selected citizen groups a first-hand view of playground conditions. They are sometimes designed to impress the visitors with the value of what the playgrounds are doing, and sometimes are for the purpose of demonstrating the need for larger or improved facilities or for acquiring a particular site for development as a playground. Be certain that one or more officials thoroughly informed concerning the playground situation accompany all tours to answer questions and interpret the work observed on the playgrounds.

Publicity in Practice

The playground authorities in Frederick, Maryland, have been unusually resourceful in devising methods of calling attention to their summer playgrounds and of arousing public interest in them. The diversity of their publicity methods is illustrated by the following accomplishments the authorities listed:

LETTING THE PUBLIC KNOW!

1. Sent 2,000 Play-O-Grams to city schools before school closed.
2. Placed attractive posters in schools and store windows a week before playgrounds opened.
3. Had four articles in daily paper before playgrounds opened.
4. Used sound truck through town on opening day, announcing opening.
5. Had 68 articles printed in morning and evening papers during season.
6. Had seven large pictures of special events of playgrounds in papers.
7. Had playground news on local radio each week day morning during entire season.
8. Listed from town directory all people with four or more in family.
9. Had playground instructors canvass the neighborhood of own playground, meeting patrons and inviting them to playgrounds.
10. Mailed 453 cards to families unable to reach by canvass.

11. Mailed 168 cards to Girl Scouts after Day Camp, inviting them to continue their fun at the playground located nearest them.
12. Had 22 different clubs and individuals sponsor special events.
13. Used bulletin boards and store windows to announce coming special events and daily activities.
14. Announced coming events over microphone at Teen Dance each week.
15. Gave mimeographed copies of season's special events to patrons visiting playgrounds and to members of Recreation Commission.
16. Had Buddy Parade opening week of playground through main streets of city.
17. Had two street shows and two block dances to draw attention to playgrounds.
18. Used local mentions to announce special events.
19. Sent notices of playgrounds opening to pastor of each church in town.
20. Sent "Thank-you" notes to clubs and individuals who had sponsored or supported playground work.

Responsibility for Publicity

Recreation departments in several of the larger cities employ a specialist in public relations, either full time or part time, to supervise their publicity, but in most cities the superintendent of recreation plans and directs the publicity program. Every playground director and many other members of the playground staff share the responsibility for making known the work of the department. They are expected to notify the executive of planned events that might be the basis for special publicity and for submitting reports of happenings of a significant nature, human interest stories and other items of news value or of general appeal. They stimulate a demand for the showing of educational films or for talks before neighborhood groups and encourage neighborhood agencies to distribute playground literature and announce playground events. Some playground authorities require all publicity material to be submitted to the department office for approval before it is released. Others require their workers to clear stories for metropolitan papers, but urge their directors to supply neighborhood papers with information about playground events. No worker, unless specifically authorized, should issue statements or release material that relates in any way to department policies, personnel, relationships or affairs. Since most

executives and directors are not especially trained in publicity they should be on the alert to enlist the services as volunteers of persons who are expert in public relations and interpretation.

Every contact between the staff and the public should be made a pleasant and satisfactory experience. Friendly, courteous treatment of everyone using the playground or coming in contact with the playground personnel helps build good will and is sure to result in favorable word-of-mouth publicity for the department. Conversely, discourtesy or lack of consideration in dealing with an individual by a playground employee is likely to arouse an antagonism which can damage the standing of the individual playground or of the department. The manner in which the leaders on the playgrounds perform their duties gives many people their chief impression of the playground department, but public relations are likewise affected by the way in which telephone inquiries, letters, complaints and visitors are handled in the playground office. The exterior appearance of a playground is the sole criterion on which many people judge it; if the playground staff makes it attractive and maintains it carefully, it will be considered a neighborhood asset, even by people who know little about its service program.

Establishing and maintaining friendly relationships with the people and organizations in the neighborhood is one of the most effective means of building good will for the playground. People have a greater interest and enthusiasm for anything if they feel a sense of responsibility for its success. Some of the ways in which playground authorities enlist the active participation of neighborhood groups in carrying forward the playground program are considered in the next chapter.

CHAPTER XXII

Cooperation and Relationships

The playground department, which intimately affects the lives of the people, has continuous opportunities for cooperative service relationships with many types of agencies, public and private. Some of these relationships involve the rendering of service to the agency by the playground authorities; others, service to the department by the agency. Frequently the department and another group cooperate in projects which are of mutual advantage and of benefit to the public. Alert playground authorities take advantage of these opportunities to extend their service and strengthen public appreciation of the importance of playgrounds in the life of the community.

This chapter cites a few examples of ways in which playground departments cooperate with other city departments and with private and commercial organizations. It also describes special groups which have been organized to support and assist the local playground movement. Playground workers must be especially careful in their relations with public and private agencies to make no commitments that are not in the public interest, to fulfill all promises, to render equal opportunities to all and to uphold the standards of their department.

Municipal Departments

Most local governmental agencies have some relationships to the playground department and can contribute in some way to it. By

utilizing and strengthening these relationships the playground authorities are able to operate more effectively and to secure for the playgrounds greater recognition as an essential part of the city government.

The School Department

School authorities administer the community playground program in some cities, but some other department is in charge in most cities, as pointed out in Chapter XV. Since the school and playground departments serve the same children and operate in the same neighborhoods, often using identical properties, the need for cooperation is obvious. This is facilitated in some cities by having a representative of the schools serve as a member of the recreation board, by the joint employment of a recreation executive by the two departments or through formal or informal agreements with reference to the use of properties and the conduct of programs. School playgrounds, fields and indoor facilities are turned over to recreation departments to operate in hundreds of cities; city playgrounds and other facilities are likewise made available to school teams and groups. Properties designed for school and community use have been jointly acquired, improved and operated in a number of cities.

Mutual understanding concerning programs, objectives, forms of competition and policies is highly desirable. Evening activities for children of school age are usually scheduled during the week only with the approval of the school authorities. Uniform rules and standards of athletic competition for teams of school age are often adopted. Playground authorities, as a rule, should not conduct activities for school children that are not considered safe or beneficial or permit the use of rules that are disproved by school authorities. Close cooperation in scheduling activities and in arranging special events is desirable in order to prevent conflicts and resulting disappointment.

Specific examples of cooperation between the two departments are too numerous to list here but a few are cited. School teachers and principals in many cities distribute to their pupils announcements of playground events; special supervisors serve as instructors at institutes for paid and volunteer leaders; school bleachers, game supplies and other equipment are often loaned to playground departments; playground posters and bulletins are prepared in school art classes, and questionnaires with reference to play interests are filled out by school children under the guidance of classroom teach-

ers. Playground departments, on the other hand, organize and conduct after-school intramural leagues, furnish instruction in games like tennis and badminton to high school groups, help teachers in planning play programs, and conduct training institutes in which school personnel are invited to participate.

The Park Department

Park departments are the playground authorities in some cities, in which case the cooperative relationships just described should exist between the park and the school departments. In many other cities the playground authorities conduct for the park department the playgrounds located on park property, and often furnish the leadership at swimming pools and beaches and organize and conduct athletic leagues that regularly play on park facilities. Many park authorities render services to playground groups such as permitting them to use swimming pools free of charge during certain hours, arranging guided tours to the zoo and botanical garden, or making a major facility available for the city-wide pageant or festival.

The Fire Department

Many fire departments set up and operate street playground showers during the summer, especially where wading and swimming facilities are limited. In several instances firemen have devised special shower heads to attach to fire hydrants. The fire department sometimes furnishes men and equipment to help flood or sprinkle areas for ice skating during the winter. One department lent fire ladders for exhibition stunts at a playground circus and installed special flood lights for use at the circus. A firehouse adjoining a playground is often used for a playground hobby exhibit, dance and entertainment. One industrial concern stored its playground equipment at a neighboring fire station, and enlisted the services of firemen to check out the equipment and assist in scheduling the use of the ball diamonds.

Playground workers, on the other hand, have helped install simple equipment for indoor or outdoor games at the firehouses and have offered assistance in planning and conducting tournaments, entertainments and special events for the firemen. They also cooperate in promoting fire prevention weeks and in teaching safety in the use of fire. The playground superintendent in one city conducted a first-aid course for firemen at the request of this group.

The Health Department

In operating wading and swimming pools and beaches the playground authorities provide facilities which may be a health asset or liability, depending largely upon the purity of the water and the sanitary condition of the related facilities. Periodic tests of the water by the health department are compulsory in some cities, but in any case the recreation department should solicit its cooperation in testing the purity of the water and in assuring the sanitary operation of bathing facilities. Valuable suggestions with reference to methods of assuring healthful operation of its plant are offered by the health authorities. Secure assistance from the health department in giving physical examinations to persons who desire to participate in vigorous competitive sports under playground auspices. Enlist its help in organizing health clubs on the playground and in conducting first-aid classes for children and for playground leaders. The widespread incidence of infantile paralysis in recent years, especially during the summer playground season, has resulted in close collaboration between health and playground officials in determining the steps to be taken to prevent the spread of the disease and at the same time to assure continuance of a playground program.

Playground authorities, as pointed out in Chapter XXIII, can do much to encourage healthful habits, assure sanitary conditions on the playgrounds, prevent overfatigue and detect signs of illness on the part of playground children.

The Police Department

The police generally work closely with the playground authorities and sometimes turn over young offenders for guidance to the playground directors in the neighborhood of their homes. The directors establish friendly relations with the boy or girl, visit the parents and induce the child or youth to engage regularly in activities on the playground. Careful attendance records are kept and in a large percentage of cases participation in healthful games, sports and other activities has furnished outlets for the energy which was formerly misused. Successful results in checking a tendency to delinquency have been secured in cities where a committee comprising the chief of police, the superintendent of schools, the chief probation officer and the superintendent of playgrounds has sought to interest potential delinquents in wholesome recreation activities.

Police departments have been exceedingly helpful in promoting

safety on the playground. An officer is frequently assigned to assist the playground authorities in organizing safety patrols, instructing their members in safety methods and in meeting regularly with these groups. Other police department services include providing instruction in safety at training institutes for playground leaders, conducting courses in first aid, recommending playground safety rules and procedures and sponsoring playground safety contests. The playground authorities, in return, cooperate with the police in promoting street safety and in city-wide safety campaigns.

The service which the police render by handling crowds at feature events and by furnishing special protection for children at playgrounds located near busy streets is widely recognized. Police authorities gladly cooperate in the organization and training of junior playground police. Police cruise cars deliver and collect playground supplies daily at outlying playgrounds in one city. The police gladly cooperate in the organization of Halloween celebrations, thus invariably causing a drop in the amount of vandalism in the locality. One Police Safety Bureau built sandboxes, seesaw sets, basketball standards, utility boxes and many other pieces of equipment for the neighborhood playground which relieved the strain on the playground budget. Authorization for the closing of streets for play or for coasting is often secured through the police department, which in some instances also provides protection for these areas.

The Library Department

Evidences of cooperation between playground and library authorities are numerous. Branch libraries have been established in playground buildings; library facilities such as assembly rooms, theaters and basements have been made available to playground groups when not in regular use, and library storytellers have delighted children on many playgrounds. Librarians have exhibited collections of books helpful to special groups engaged in recreation activities. One librarian prepared a special container with ten suitable books of stories for each of the local playgrounds. Books on how to play, coach and enjoy games and sports of various kinds are made available to readers at appropriate seasons. One city's public library issues an annual sports calendar listing the events scheduled by the local recreation department and containing a classified list of the books in the library devoted to the various sports. Guidance in recreational reading and in finding information on crafts and hobbies is an increasing service rendered by librarians. Posters an-

nouncing special events on the playground reach large numbers of people when placed on library bulletin boards. Playground authorities help libraries in the promotion of book week.

The traveling library, which usually visits the playgrounds weekly on a definite schedule is a regular feature in several cities. Sometimes the library provides a locked box for storing books loaned to the playground director for the playground. Through this book wagon hundreds of playground children who would not go to the city library are provided with reading during the summer months.

The Public Works Department

Maintenance of municipal playgrounds is a responsibility of the public works department in some cities, but even where this is not the case, valuable services are commonly rendered by the department. It loans its personnel and such equipment as a steam roller and bulldozer for the construction or surfacing of special play areas. It makes in its workshop needed equipment such as benches and sandboxes and erects or repairs fences, bleachers, backstops and other items. Public works departments clear snow off ice skating areas, erect lighting equipment for night activities and make their trucks available for transporting playground supplies and equipment. They also help with land surveys and the preparation of plans for playground developments.

Others

The following suggest briefly the nature and scope of relationships between the playground authorities and other departments:

Planning. Cooperation in conducting studies of playground needs and in developing plans for acquiring and developing playground properties helps assure sound planning, public support and conformity with plans for the city's total development.

Hospitals and Institutions. Playground authorities render valuable service to institutions for the sick, aged and dependent by advising on play materials, equipment and program planning, by training institution workers as play leaders and by conducting activities and classes. Playground groups such as drama clubs, puppetry groups and choral and instrumental ensembles often visit institutions and present programs for the inmates. Playground children also make and collect toys, games and other equipment for distribution in hospitals and orphanages.

Museums. Museum authorities make special arrangements for visits by playground groups, prepare special exhibits, assist with art, craft and nature programs such as nature trails and exhibits and hobby groups, and conduct classes and demonstrations which benefit playground leaders and children.

Welfare. The welfare department sometimes arranges for children from needy families to attend a day camp or receive some other special service without paying the usual fee. It also cooperates in Christmas toy campaigns and parties and calls attention to children with special play needs.

Accounting. This department gives helpful advice in methods of financial record keeping and in the preparation of financial and business record forms.

Legal. The city attorney needs to be consulted on questions involving legal actions or considerations, such as accident cases, contracts or interpretation of the powers and duties of the department.

Housing. Housing authorities regularly turn to playground departments for leaders to conduct activities at housing developments, and for assistance in training volunteers recruited from the tenant group and in planning play programs. Individuals and teams representing tenants commonly participate in programs sponsored by the playground authorities. Cooperative planning for the location, design and operation of playgrounds to serve housing developments is essential.

Officials. In addition to service to individual departments, playground authorities assist municipal officials by planning and conducting outings for city employees, by organizing city-wide celebrations and by helping prepare entertainment for distinguished visitors to the city. All these relationships and cooperative services should have as their objective, not the special advantage which can be gained for the playground department itself, but the enlarging of opportunities for fuller living to the people of the community. The more successful the playground authorities are in attaining this objective, the more fully will the playground department be accepted as an indispensable part of the city government.

Cooperation with Private Organizations

Many local organizations are interested in playgrounds and encourage, assist and support the playground authorities in various

ways. Some of them are affiliated with national bodies, such as the National Congress of Parents and Teachers, the American Legion or labor organizations which have gone on record as approving playground projects and have suggested to their local groups that they cooperate with playground authorities. Civic and service clubs such as Rotary, Kiwanis and Lions Clubs have supported many playground projects. Churches, industries, settlements, colleges, the press, fraternal orders, scouts, young men's and young women's organizations, women's clubs and many others have contributed funds, facilities, leadership, volunteer service or support to local playground departments. Contacts with all such agencies are especially helpful whenever there is need of backing for the maintenance of high leadership standards or for budget requests for additional facilities or personnel.

The relationships of playground authorities with such agencies do not consist merely of contributions from these agencies to the playground work, for the playground authorities extend service to them in a great many ways. Frequently the relationships are mutually helpful. The few specific examples that follow merely suggest the diversity of contacts between playground authorities and private agencies.

Help from Private Agencies

1. Community chests include an item for playground operation in their annual budget.
2. Chambers of Commerce help promote Halloween window painting contests and other holiday celebrations.
3. Professional baseball park owners turn over their stadium for championship games, provide instructors for baseball "schools" and permit playground groups to attend games without charge.
4. The Storytellers League furnishes storytellers who visit the playgrounds and helps arrange and judge city-wide contests.
5. The Humane Society provides awards and banners for winners at pet shows and sends out judges for such events.
6. Many industrial concerns provide motion picture films for showings on the playground, permit playground groups to use their recreation facilities and install lights on playground diamonds.
7. Service Clubs and local Safety Councils cooperate in organizing playground safety councils, provide speakers on safety and furnish awards to winners in safety contests.
8. The Federation of Musicians furnishes music for concerts and dances.

9. The Isaac Walton League provides instruction in fishing and arranges fishing contests for playground groups.

10. The Council of Social Agencies, through its Leisure-Time Committee, conducts playground surveys and organizes campaigns for more adequate playground service.

11. Colleges turn over their tennis courts and sports fields to the playground authorities and open their swimming pool to community use; they also establish recreation training courses and give students credit for experience gained as volunteer playground leaders.

12. Radio stations donate time for daily or weekly broadcasts. During a polio epidemic two periods of 45 and 30 minutes daily were made available to a playground department for broadcasting recreation programs.

13. Newspapers give generously of space for recreation news.

14. The American Red Cross furnishes instructors for learn-to-swim campaigns and first-aid classes.

15. Athletic, music, drama, garden and hobby clubs furnish volunteer leaders and judges and help in organizing playground groups and special events.

16. Junior Leagues furnish the leadership and funds for children's drama and radio programs, junior garden clubs, craft centers and other special projects.

17. Transportation companies give free advertising space for playground posters on busses, trolleys and subways.

18. Commercial concerns include information about playgrounds in their advertising or meet the cost of playground publications. A shoe manufacturer, for example, devoted the first two pages of his illustrated catalog to a story of the city's playgrounds, a telephone company gives considerable space in its directory to local recreation facilities and opportunities, a cooperative creamery issued a summer schedule for the city's playgrounds and a department store paid for a full-page newspaper advertisement describing the offerings at the local playgrounds.

19. Agencies of many kinds furnish transportation for playground children at outings and city-wide events; purchase game, craft and other play materials; loan buildings and facilities for special occasions; provide awards; finance special projects; recruit volunteers for playground service and render effective service in playground bond campaigns and at budget hearings and provide talent for community programs.

Helps from Recreation Workers

1. Planning programs, loaning equipment and providing leadership for picnics, outings, banquets and socials for church, club and industrial groups
2. Assisting parent-teacher associations in conducting backyard playground campaigns by preparing apparatus and layout plans, lists of play activities and materials
3. Helping industries, churches and other groups organize and conduct athletic leagues
4. Providing fields, courts and facilities for club, industrial and church teams
5. Conducting training courses for volunteer play leaders in lodges, churches, schools and other organizations
6. Helping develop home and family play programs, especially during time of epidemics
7. Advising real estate organizations on the setting aside and development of land for recreation use
8. Making indoor facilities available for music, drama, arts and crafts and other groups
9. Assigning workers to help with training classes conducted by the scouts, Y's and other groups.
10. Assisting labor organizations in planning and conducting Labor Day programs; the American Legion and other patriotic groups, with Armistice Day, Memorial Day and Independence Day programs; churches, institutions and welfare agencies, with Christmas programs
11. Helping the service clubs conduct Boys' Week or safety campaigns
13. Making and renovating toys, providing play leaders and arranging entertainments for orphanages and hospitals
14. Furnishing playground bands, orchestras, puppet groups, gym teams and other talent for community programs and public occasions
15. Cooperating with the Red Cross in swimming and lifesaving campaigns

Adult Playground Service Organizations

Playgrounds were first established and for years were maintained in many cities through the efforts of private playground associations. Few of these organizations still function but even in cities

where there is an official playground board or commission they can render a valuable service. The private association can provide publicity, build up financial support, increase participation and help extend and strengthen the playground system. Membership in this type of organization is generally open to all who are interested, upon payment of a nominal membership fee. The playground association finances and administers the program in a few cities, but more frequently it serves in an advisory capacity in support of the playground department.

The Parents' Playground Club

Many playground workers have discovered the advantages which follow the organization of a parents' group at their playground. Dads' clubs, mothers' clubs and parents' councils are helping promote the playgrounds in a large number of cities. Sometimes such a group is formed at only one or two playgrounds; in other cities nearly every playground has one; in a few cities directors are instructed to organize a mothers' club or similar group. These organizations have regular meetings, elect officers, raise funds and adopt a constitution which usually conforms to an approved pattern drawn up by the playground authorities for the guidance of all parent clubs. All parents of playground children and other neighborhood residents are invited to join.

The purpose of forming the parents' club is twofold: (1) to enlist the interest and support of the parents in the work of the playground, and (2) to make it possible for them to engage in enjoyable recreation activities. The first purpose is attained by pointing out to the parents ways in which they can help through providing leadership or funds, sponsoring special holiday celebrations or feature events, aiding in the equipment or maintenance of the playground or the furnishing of the playground building, cooperating in cases of discipline problems, making suggestions concerning the playground program, educating the neighborhood as to the value of the playground and supporting the authorities when requesting playground funds. The second objective is reached through the programs of the groups themselves. The members engage in social activities, crafts, drama, music and athletics of varying types. Often the men's and women's groups are separate, although they occasionally meet together; sometimes the playground club or council is composed of both men and women.

In commenting on mothers' clubs the director of playgrounds in

one city stated, "This tie-up between the parents and the playground staff is of material value to the program, assuring interest in participation in the major activities among these adults, stimulating a friendly sentiment in the neighborhood, and affording an opportunity for the program to be presented before a sympathetic audience." Another executive has said, "I would rather do without a city association than try to work without these neighborhood groups. We have one in every park."

Adult playground councils, appointed by the playground director, are the type of advisory group used in some cities. They comprise six or more members representing various age groups and recreation interests and including both sexes. Genuine interest in the playground is the primary qualification for appointment; "key people" and organization leaders do not necessarily make the best members. The work of the council is sometimes divided among committees, with members of the council serving as chairmen. Typical committees are Buildings and Grounds, Program, Finance, Special Events.

In a few cities the local playground clubs or councils are organized into a city-wide body. In Reading, Pennsylvania, for example, the local associations comprise the Reading Playground Federation, in which each member group has two delegates. The Playground Mothers' Clubs in Cincinnati likewise are federated in a city-wide Playground Mothers' League, which considers problems affecting the playgrounds and appears before the city council when it is dealing with matters affecting playground policy. The Cincinnati Recreation Commission publishes a monthly bulletin for the League, in which are reported activities of the Mothers' Clubs and local recreation developments.

Problems and Procedures

In spite of their potential value, these city-wide and neighborhood playground groups can become a source of great difficulty to the playground executive or director, unless he gives them close and continuous guidance. There have been instances where such groups have attempted to take over control of their local playground; they have sponsored or conducted activities in a manner contrary to the policies and ideals of the department; they have insisted on making improvements on the playground which were not acceptable to the authorities; their leaders have abused their positions for political or other selfish ends and have misappropriated funds raised

for the playground. These experiences are not cited to discourage playground workers from forming adult groups in the interest of their playgrounds but rather to point out the careful supervision which is necessary if they are to be successful.

The following steps are suggested as essential to assuring the successful operation of adult playground agencies:

1. Become acquainted with the people, especially the leaders, of the neighborhood before you attempt to organize a formal club or appoint a council.

2. Have it clearly understood that the group is responsible to the playground department, serves in an advisory capacity only and has no legal status.

3. Hold meetings regularly, at least monthly.

4. Permit the group to hold money raising affairs only after approval by the recreation executive. (In one city only two such affairs are permitted each season.)

5. Have it clearly understood that funds raised by the group, other than through dues, are to be spent only for playground purposes and only with the specific approval of the executive. (Clubs are usually encouraged to spend the money for items not furnished by the department or covered by an appropriation.)

6. Keep an audit record of all finances and submit a financial report to the recreation department at prescribed intervals.

7. Make definite provision for a member of the playground staff to devote time to working with the groups. Guidance by such a worker is needed to keep the groups interested and alive, help them plan wisely, keep them informed as to the policies and standards of the department and prevent them from initiating and attempting to put into effect projects that eventually require a veto by the executive. Frequent contact with the groups is especially necessary where playgrounds are open under leadership for only a few months each year.

CHAPTER XXIII

Safety and Health

The well-managed playground is a safe place to play. Parents are glad to have their children attend a playground where adequate precautions are taken to prevent injury. On the other hand, the occurrence of one or two serious accidents on a playground usually results in a drop in attendance and an unfavorable attitude toward the playground on the part of the neighborhood residents. Accidents inevitably occur where large numbers of children of different ages engage in active play on a limited area, but the neighborhood playground, in comparison with unsupervised areas, has had a remarkable safety record. This is one of the reasons why playgrounds have gained such widespread approval and support.

Safety Education

Safety cannot be assured on a playground through the action of the leaders alone. Children must be impressed with the importance of safety and taught how to avoid accidents to themselves and to prevent accidents to others. The object of safety education is not to discourage participation in play activities but rather to teach the boys and girls methods that assure safe and enjoyable play. The playground affords many excellent opportunities for teaching safety and its influence carries over into other places and extends into later life.

Rules

One phase of the safety education program is the instruction of children in the rules adopted for the use of playground apparatus, equipment, game areas and other facilities. Leaders should bring these rules to the children's attention at the beginning of the playground season and explain the reasons for their adoption. Strict enforcement of safety rules discourages violations and helps children form habits of proper conduct. As new boys and girls come to the playground, inform them about the rules and impress them with the fact that the rules were adopted for their own benefit and protection.

This point of view is illustrated by the following suggestions from the *Staff Guide* issued by the Recreation Division of the Minneapolis Board of Park Commissioners:

Remember—ENJOY TODAY and TOMORROW

It is more fun . . . if

—You play with the boys and girls your own age
—You play in areas set aside for play
—You know and keep the rules of your playgrounds
—You know how to play
—You join a team, a club, or an organized group
—You know your safety rules.

Instruction

Instruction in correct methods of engaging in playground activities also contributes to safety. Lack of skill is the cause of many injuries to persons engaging in activities, especially in the field of sport. Every playground leader, in introducing a new game or in organizing a familiar activity, should instruct the group in techniques and skills which reduce the possibility of personal injury and make for successful play. Set aside special instruction periods to teach and practice game fundamentals. Schools and clinics in such sports as baseball, softball, tennis and touch football stress the teaching of fundamental game skills such as throwing, hitting and catching a ball, sliding for base, tagging and other activities which if not done properly are liable to cause accidents. Safety instruction is likewise needed in conducting handcraft activities in which sharp tools are used and also in outing activities which present unusual hazards.

Teach children the proper use of apparatus. Use apparatus periods for teaching exercises on the apparatus, proper holds,

methods of mounting and dismounting, starting, stopping and other fundamental procedures. Under some conditions it may be wise to permit children to use such apparatus as the giant stride only after they have passed qualifying tests. Part of the value of playground apparatus results from the sharing and taking of turns. Where children are taught to do so, the hazards resulting from crowding and pushing are minimized. Apparatus, especially of the climbing and swinging types, lends itself to a variety of exercises and stunts. Teaching children to perform them correctly discourages dangerous feats, climbing over fences, frames and buildings and other forbidden practices. Speed contests on apparatus, however, should be avoided.

Safety Activities

Contests and activities related directly to safety include safety poster, slogan and essay contests, safety lectures often given by a representative of the police department, hazard hunts and safety radio programs. Tell stories illustrating safety, dramatize safety plays, and use puppet shows to demonstrate good safety habits. Safety games have been devised, some of them played at street intersections marked off on the playground. These activities do not appeal to children or accomplish the purpose of making children alert to safe methods of play if they are given a negative emphasis. The spirit of adventure must be encouraged on the playground and the safety program must contribute to it.

Organizations

The organization of safety clubs or patrols is another phase of safety education widely used on playgrounds. Form safety clubs as a program feature, like other clubs, and hold regular meetings, elect officers and conduct a variety of activities. Members keep a record of all playground accidents, study their causes and suggest methods of preventing them. They conduct safety surveys, prepare posters, conduct safety tests, produce safety programs, encourage obedience to playground rules and help care for younger children. The nature and duties of junior leadership groups such as safety patrols, which help in the playground safety program, were considered in Chapter IX.

In Memphis each playground has a safety council, the members of which are divided into squads that are assigned specific res-

ponsibilities. Every evening when the children assemble for the flag ceremony a member of the council makes his daily report. Grounds having no accidents for a week receive a safety banner which they fly until their good record is broken.

Accident Prevention

Safeguarding children and older people against accidents is one of the primary responsibilities of the playground worker. He needs to know the causes of accidents on the playground and the best means of preventing them. Among the chief causes of accidents are improper layout of the area, installation of dangerous apparatus and facilities, improper use of apparatus and facilities, defective apparatus, facilities and game supplies, carelessness in use or maintenance of game areas, tolerance of hazardous conduct and inadequate supervision.

Methods of preventing accidents by eliminating these causes will be considered in the pages that follow.

Playground Layout

The well-designed, wisely planned and well-constructed playground has few accidents. The section for small children, for example, should be a distance from the section used by the older boys, or be protected from it. Where space is limited, as on most playgrounds, use hooded backstops on the ball field and arrange the diamond to minimize the likelihood of injury due to batted balls. Place apparatus with moving parts, such as strides and swings along a fence or in a corner where children will not have to pass it to reach other apparatus or facilities. Unless the apparatus area is enclosed, do not set up apparatus near the area used for group or team games, because children may run into it. Properly placed entrances, fences and well-defined paths help to keep children from areas where they are liable to be injured. Location of the shelter house near the sections used by small children is a safety factor. Safety lines painted in bright colors around apparatus, craft tables and other units are an important safeguard to help prevent accidents. Place horseshoe courts in a protected corner, removed from the normal flow of playground traffic. Do not provide a baseball diamond unless there is sufficient space for safe play. (Chapter II contains specific suggestions for laying out playgrounds.)

If the features of a playground are badly arranged from the standpoint of safety, the wise course is to rearrange them. Omit an activity from the playground program if there is no adequate space to carry it on without crowding or to permit safe and satisfactory play. In case the playground is not surrounded by a fence, the layout should be such as to minimize the likelihood of children running into the street.

Hazards

To minimize the possibility of accidents, playground workers should:

1. Provide a bicycle rack and prohibit bicycle riding on the playground.
2. Make sure that all window wells are properly covered or fenced off so children will not fall into them.
3. Place all water and other pipes underground rather than on the surface where children wil trip over them.
4. Give the wading pool bottom and surrounding walk a rough finish—to avoid slipping. The same is true of the floor in shower rooms.
5. Enable little tots to reach the drinking fountain without climbing or being lifted up.
6. Provide soft landing pits for jumping and under certain types of apparatus.
7. Never leave manholes open and unprotected.
8. Check playground surface regularly, repair ruts and cracks, remove projecting stones, fill holes and level depressions that become muddy.
9. Keep all sharp tools out of reach when not in use.
10. Keep dogs off the playground, except for a pet show or demonstration.
11. Restrict roller skating to specified areas or periods.
12. Teach children that every wire may be a live one.
13. Prohibit the throwing of sticks, stones or other objects not used for play; restrict activities like top spinning and rope jumping to specified areas.
14. Forbid children to bring air rifles, sling shots and other similar objects on the playground.
15. Never permit fires in rubbish containers and forbid playing with matches.

Inspection and Repairs

One of the best methods of assuring a safe playground is to keep all facilities and equipment in good condition. Inspect apparatus, structures and the playground surface regularly. Inspection decreases the likelihood of accidents, prolongs the life of the equipment and affords a substantial degree of protection to the playground authorities or workers in case of a law suit for damages following an accident. Inspect facilities such as baseball backstops and basketball goals, bleachers and benches regularly for signs of wear or decay. Specific suggestions for the care of apparatus and other equipment are given in Chapter IV.

Inspection alone will not prevent accidents. Remove from use at once all facilities requiring repairs. Rope them off if necessary or post suitable signs and take immediate steps to have the necessary repairs made. In one large city with many year-round playgrounds the annual replacement of all wearing parts has proved cheaper and safer than making repairs.

Supervision

Important as it is to have rules and to instruct children and others in observing them, constant vigilance is needed in order to assure safety on the playground. Special attention needs to be given to the little children. An occasional check-up of the various parts of the grounds helps to secure adherence to the rules and to prevent bicycle riding, unnecessarily rough play and the bringing of dogs to the playground. Infractions of rules must be noted and, if repeated, disciplinary measures must be taken. Good housekeeping contributes to safety. One of the best ways of preventing accidents is to keep play materials, tools and equipment in their proper place. Cooperation of team captains, older boys and girls and junior leaders is perhaps the most effective aid a playground director has in avoiding accidents. Warn children against being approached by strange visitors, and if adults of doubtful character or suspicious actions come to the playground, the director should ascertain their reasons for doing so.

Apparatus and Safety

Much of the apparatus found on public playgrounds today has stood the test of time as to value and safety, but accident studies

have revealed that certain types cause more accidents than others. Whenever the same values can be assured through other safer apparatus, the more dangerous kinds should be eliminated. Swings, slides, climbing devices like the jungle gym, the sandbox and the circular traveling rings have proved to be comparatively safe for the children using them. Teeter ladders, flying rings, sliding poles, and some other types are more dangerous, according to many reports. Since it is seldom possible to control the use of apparatus at all times, the following suggestions are worth considering before erecting any piece of apparatus:

1. Install no apparatus which is accessible to chidren who cannot use it in safety. A 10-foot or 12-foot high slide may be perfectly safe for children 10 or 12 years of age, but it presents a hazard to the 4-year-old child who can climb to its top. Eight feet is recommended as the maximum height for the playground slide.
2. Install no apparatus which is used by many but can be controlled by a single individual, unless it can be kept out of use when unsupervised. Certain kinds of rotating or whirling apparatus are examples of this type.
3. Install no apparatus which is known to present an unusual hazard, unless a special reason justifies doing so.
4. Select or adjust the apparatus according to the ages of the children to be served. On an area for small children, swing frames and seesaws, for example, should be lower than on a playground for older children.
5. Install only apparatus of sound materials and construction; do not use second-hand pipe for uprights or supports.
6. Allow sufficient space around the apparatus for safety in its use and provide a suitable surface underneath and around it.

Use

Most playground leaders recognize the value of apparatus and other play facilities but they sometime fail to consider the importance of insisting that it be used properly until after a serious accident has occurred. Each playground presents special safety problems, but several considerations essential in assuring the safe use of equipment apply to every playground. It is important that they be understood and practiced by every playground director. One of them, previously mentioned, is that children should be taught the proper use of apparatus, including consideration for the rights of others. A few other suggestions follow:

1. Prohibit all misuse of apparatus. Unless prevented from doing so, some children will abuse the apparatus, causing possible injury to other children and damage to the apparatus. Throwing swings over the frame, winding the ropes or chains of the giant stride around the pole or banging the seesaws are examples. It is much easier to stop such practices at the beginning than after they have become a habit.

2. Limit the use of the apparatus to the children it is intended to serve. Children over 6 or 7 should not be permitted in the chair swings and youngsters over 15 should not use the larger swings. Use of the gymnasium frame or giant stride may well be restricted to children over a certain age, although such restrictions are more common on the school yard than the neighborhood playground. Certain pieces of apparatus are restricted to the use of the girls and others to the boys, on some playgrounds.

3. Teach children to keep away from the apparatus with moving parts except when using it. Do not permit them to play active games near such apparatus because of the danger of being struck while running or chasing after a ball. Prohibit all rough-house play in or near the apparatus area.

4. Prohibit the use of apparatus when it is wet or when the ground underneath it is slippery. Many accidents are caused by using apparatus, especially of the climbing type, when it is wet. Loss of grip due to moisture on the hands is a most fruitful source of accidents.

Regulations

Simple rules must be adopted for the use of apparatus and other facilities and they must be understood and obeyed by the children. These rules should be posted in the office and sometimes it is desirable to have them printed and posted on the playground near the facilities to which they apply. Rules naturally differ according to the conditions on an individual playground but the following are suggestive.

The Slide:

1. Slide down feet first—and keep your feet in.
2. Be sure slide is clear before starting down.
3. Climb the ladder without crowding or pushing.
4. Land on your feet and move from foot of slide quickly.
5. Never crawl or run up the slide.

6. Keep hands off sides of the slide to avoid burns.
7. Keep babies off the high slides.

The Swings:

1. Only one person is allowed in a swing at one time.
2. Hold on tightly at all times.
3. Sit in the swing; never stand up or kneel.
4. All children face the same direction when swinging.
5. Do not swing too high. This is dangerous—so is twisting or swinging sideways.
6. Never run under swings when pushing another child.
7. Wait until motion is stopped before leaving swing—then keep out of way of other swings.
8. Do not climb on swing frames. Play or stand away from the swings so you will not be struck.
9. If ball rolls under swing, wait until swing is stopped before trying to get it.
10. Persons over 15 years of age are not allowed in the swings.

The Giant Stride:

1. Hold on tightly at all times—and by one rope or chain only.
2. Hold back from person in front of you.
3. The ladders are to hold on to—do not put your feet through them.
4. If other children are on the stride, give warning when you let go—do not throw chains forward or backward.
5. Leave the chains as they are—never shorten or cross them.
6. When you leave the stride run out of the way immediately.

The Teeter or See-Saw:

1. Give warning to person on the other end before getting off.
2. Keep firm hold on teeter and sit facing each other—no standing or running.
3. Hold both feet out from under board as it approaches the ground.
4. Leaving board, first child off should hold board tightly and let it fall gradually so that child on other end can alight safely.
5. Stay away from teeter unless you are using it.
6. Bumping end of board on ground is both annoying and dangerous.

The Sandbox:

1. Bottles and sharp utensils are not permitted in the sandbox.
2. The sand is to play in and with—not to throw or carry away.

3. Eat lunch elsewhere—crumbs attract insects.
4. Share the sandbox with the others—do not monopolize it.

The Rings and Bars:

1. Be sure you have a tight grip before swinging.
2. On the traveling rings, be sure the next ring is free before you try to catch it.
3. Travel in one direction.
4. Dry hands assure a better grip—be sure your hands are dry.
5. If you are falling, attempt to land on your feet.
6. Do not put heads and feet through the rings.
7. High rings and bars are for children who can reach them, not for the ones who have to be lifted up.
8. Do not use benches or boxes as take-off boards.

The Wading Pool:

1. If you begin to feel cold, leave the pool. In any case do not stay in too long—twenty minutes is generally long enough at one time.
2. Wait for an hour after eating before entering pool.
3. Never enter the pool if you feel indisposed or if you are perspiring or overheated.
4. Do your part in keeping the pool clean. Help prevent spitting or the throwing of rubbish into the pool.
5. If you have any skin disease, you must not enter pool.
6. Use the pool only when temperature of water is 60 degrees or above.
7. Never dive into the wading pool.
8. Never push, run, duck or splash in the pool.

The Drinking Fountain:

1. Keep fountains free from paper, stones and rubbish.
2. Broken teeth may result from pushing—do not push.
3. Await your turn in line.
4. Allow the smaller children to drink first.
5. No crowding, water fighting and playing is allowed around the fountain.
6. It is unhealthful to drink large quantities of cold water when you are overheated.

If the playground has such apparatus as the merry-go-round, the merry whirl or circle stride, it is especially important that rules governing its use be made and enforced. Some types such as the jungle gym or balance beam involve relatively small risk and special rules may not be needed.

Game Areas and Safety

A study of playground accidents in Milwaukee[1] over a 9-year period revealed that 36 per cent of the total injuries recorded occurred to persons taking part in games of various types; softball accounted for more than one half of these. Most of the baseball and softball injuries are caused by careless handling of the bat or the next batter-up standing too close to the person at bat. Carelessness of children in running across areas being used for games and an unsatisfactory playing surface also contribute many accidents.

The wise playground director will adopt a set of rules and follow definite procedures in using and caring for game areas. The danger of accidents and injuries from batted balls has led some playground authorities to specify for its diamonds the size and type of ball that can be used or the ages of persons who can play on them. Sports like archery are permitted on some playgrounds only at specified hours and under regulations that assure safety. The enforcement of such rules as the following should minimize the accidents on a playground where the layout does not present unusual hazards.

1. Tape all baseball bats to prevent slipping out of player's hands. Do not use cracked bats.
2. Instruct batters not to throw their bats.
3. Instruct players not to sit or stand too close to the batter.
4. Encourage spectators to watch from behind the backstop, to stand or sit at least 50 feet from the batter and to remain at least 25 feet back from the baselines.
5. Do not permit persons not playing to enter or cross ball fields or game courts during a game.
6. Never permit spiked shoes on the playground except on the running track.
7. Do not allow players in games involving bodily contact to wear unprotected glasses.
8. Provide special horseshoe courts for children. Adult courts are too long to assure good control when children are pitching. If used, children should pitch from in front of the boxes.
9. Fence or rope off horseshoe courts to prevent persons from crossing them.
10. Never use game courts and ball fields when wet and slippery.
11. Teach players and spectators to keep their eyes on the ball constantly.

[1] "Playground Accident Analysis," *Wisconsin Recreation Association Bulletin*, April, 1947.

12. Restrict throwing baseballs, pitching horseshoes, batting tennis balls, using bow and arrows, putting the shot and similar activities to the areas specifically designated for them.

13. Restrict competitors in races and other events to a number that can be accommodated by the facility used, without overcrowding.

14. Do not permit children to fly kites in an area near electric wires. If a kite lands on a wire the child should not try to rescue it.

Skating Areas and Safety

The operation of ice skating areas on playgrounds presents a safety problem, especially if the areas are used for a variety of activities and by children, young people and adults at the same time. To prevent accidents, restrict the use of skating areas to specific age groups at certain hours, and permit games like ice hockey only during specified periods. The following safety rules for general skating adopted by the Board of Park Commissioners in Minneapolis are typical and if enforced should minimize the likelihood of accidents:

1. No one is allowed on the skating rink without skates.
2. Keep dogs off the skating rink.
3. Keep sleds and sticks of all kinds off the skating rink.
4. Do not play games of tag or prisoner's base, or crack-the-whip on the skating rink.
5. Do not skate too fast on the rink; keep your speed for the speed track.
6. If you cannot skate well, keep to the center of the rink; then you will not be a hazard to the other skaters.
7. Be careful in handling skates when they are not being worn. Strap the skates together and carry them under the arm when you come to the rink or leave it.
8. Skate *with* the crowd on the rink and not *against* it.
9. Stay off all rinks until the proper authorities declare them safe for skating.

Accidents

Occasional accidents are bound to occur, no matter how carefully they are guarded against. Playground workers must be prepared to act promptly and efficiently whenever there is an accident on the playground. Three factors are essential to such action: a first-aid

kit, easily accessible and adequate for ordinary purposes; at least an elementary knowledge of first-aid methods; and a definite understanding as to the procedure to be followed in the case of serious accidents.

First-Aid Kit

Each playground should have on hand at all times a first-aid kit containing the supplies essential to the proper treatment of minor injuries. This kit should be easily accessible so it will always be available for use without delay. Check contents of the kit at the beginning of the season and replenish supplies at frequent intervals or before any item is entirely used up. Never take first-aid supplies such as scissors, adhesive tape and bandage from the kit for other use. Never put other types of supplies into the kit.

A metal first-aid box, if properly cared for, will generally prove satisfactory, although some kits are kept in a small white enameled wood cabinet with two glass shelves and transparent glass door. Local conditions and needs determine the specific items to be included in the first-aid kit. Under no conditions should workers put in the kit first-aid supplies other than those provided or specifically approved by the department. The standard list of items provided on each playground in Long Beach, California, is typical:

Band-aids
1″ and 2″ roller bandages
Adhesive tape
Sterile compresses, 3″ x 3″
Iodine
Alcohol
Absorbent cotton
Tube of 5% tannic acid jelly
  or burn ointment
3″ tweezers
Scissors
Paper cups
Aromatic spirits of ammonia
Ammonia inhalants
Wood applicators
Tongue depressors
Mineral oil
Boric acid
8 triangular bandages
Wire or thin board splints
Blanket

First Aid

First aid is immediate, temporary treatment given in case of an accident or sudden illness; it is sometimes treatment which will make the patient comfortable until expert help is obtained. The most common types of injury occurring on a playground and requiring first aid are cuts and scratches, bruises, contusions, burns, sprains, foreign bodies in the eye, dislocations, sunstroke, nosebleed,

fainting and simple and compound fractures. Every playground worker should have a knowledge of first aid, and instruction in administering it should be a part of his training. In case of an accident the playground worker must determine whether first aid is sufficient or whether the services of a physician are required.

In case of cuts, bruises and other minor injuries, the application of first aid promptly reduces or eliminates the danger of infection which otherwise might occur. The worker should refer to the first-aid instructions if he is not certain as to the treatment to be applied. The services of a physician are imperative in the case of fractures or severe cuts and often when contusions and dislocations occur. Immediate action of the right sort may save a life or at least aid the patient's recovery. A knowledge of what not to do is of primary importance in cases of serious injury. Leaders should not treat boils, burns and other ailments of children who come to the playground, but they have a responsibility for seeing that children receive needed attention.

Many recreation departments issue rules for first-aid treatment to playground workers. They are also available from the American Red Cross and other sources. The advice of a physician or qualified Red Cross worker should be secured in the preparation of such rules.

Serious Accidents

Serious playground accidents are fortunately rare, but it is essential that the playground director or leader understand exactly what procedure to follow. Otherwise, in the excitement resulting from the accident the worker is likely to become confused and wonder how to proceed or if more than one leader is present a difference of opinion as to what should be done may arise and valuable time be lost. The right procedure is not likely to be followed unless the workers have received precise instructions.

Local practices differ as to the specific method of procedure to be followed, especially with reference to the calling of medical assistance. In a few cities the worker is instructed to call a doctor, and the playground authorities meet the expense of a single visit in such cases. In general, however, playground authorities do not assume the responsibility for summoning a private physician. To do so would place them under obligation to pay the bills for his service and the department is not authorized to pay such bills.

Playground workers are generally instructed to telephone imme-

diately to the city hospital or to summon the police ambulance or city physician. In a large city, workers call for medical help from the approved center nearest the playground. (The name and telephone number of the hospital or physician to be called should be posted in a conspicuous place near the telephone in every playground office.) If the playground has no telephone definite arrangements should be made for the emergency use of a private telephone in the immediate neighborhood—preferably in a store, because it is likely to be open whenever the playground is in use. In reporting an accident to the hospital or physician, indicate its nature and seriousness. In critical cases a playground director may be justified in hailing a passing automobile and having the injured person taken immediately to the hospital, but ordinarily such action should not be taken.

Workers in some cities are instructed to telephone to the parent of the injured child before attempting to secure medical aid. This procedure is not recommended because many parents have no telephone and others may be away from home and delay in reaching them may prove serious. The parents or family of the injured person should be notified at once, however. The quickest way is to telephone; another way is to send a note by a trustworthy messenger, preferably an older boy or girl who is acquainted with the family. It is seldom advisable for a playground leader to leave the grounds in order to notify the parents, even though there are two workers on the playground, because while the director is handling the accident case the other leader should devote his time to conducting activities which otherwise would be discontinued as a result of the accident. In one city when the police ambulance is summoned to the playground it is accompanied by a police car; while the injured person is being taken to the hospital the police car calls at the home and takes the parent directly to the hospital. Such an arrangement relieves the playground worker of responsibility for notifying the parent, and the latter's good will is secured through the provision of prompt transportation to the hospital.

If possible, remove the injured child to the playground office or some other quiet cool place with plenty of fresh air, while the other children are encouraged to continue their play activities. As soon as possible secure a detailed account of the accident from several witnesses, because it is difficult to get accurate and unbiased evidence later on. Workers in some cities are instructed to obtain written, signed statements from eye witnesses, and such procedure is desirable. In one city playground workers are instructed to give

no information concerning playground accidents except to the corporation counsel or the playground authorities. A ruling that all inquiries concerning accidents be referred to the central office helps prevent unfavorable or inaccurate publicity.

The legal responsibility of the authorities and the worker ends when the child has been turned over to the ambulance or physician, but the director's personal interest in the injured person and the reputation of the department demand that the case be followed closely until recovery. A thorough investigation of the case by the supervisor is sometimes compulsory and a report of his investigation is entered on the accident report blank as a part of the official record.

Local conditions may effect desirable procedure in case of serious accidents on the playground, but the following rules prescribing the successive steps to be taken are generally applicable:

1. Make the patient as comfortable as possible.
2. Summon medical assistance immediately.
3. Notify the patient's parents or family.
4. Apply first aid if necessary or advisable.
5. Notify by telephone the department office.
6. Encourage the other children to continue with their play activities.
7. Prepare a written, detailed report of the accident and submit it to the central office at once.
8. Visit injured child at his home or in the hospital to build up a friendly spirit and to prevent ill feeling or misunderstanding on the part of the parents.

Reports

Playground authorities require directors to submit a detailed report of every serious accident occurring on their playground and most of them provide a special form for this purpose. As a rule, only cases requiring medical attention need to be reported on this special form, but in one city all head injuries are also reported. The accident report should be submitted on the day the accident occurs by the person in charge at the time. Include the number of minor (unreported) accidents and a list of the major (previously reported) accidents occurring on the playground during the week in the weekly report.

Form 21 provides the essential features of an accident report blank.

XVILLE RECREATION DEPARTMENT

ACCIDENT REPORT

Playground______________________________Date__________

Name of injured person______________________________

Address______________________________Age__________

Telephone No.__________Sex________Time__________

Describe in detail the extent of the injuries____________________

Was first aid administered: Yes______ No______

Was the injured person taken to the hospital, to the doctor or home? Explain fully what care was given____________________

Describe how the accident occurred.____________________

Indicate the cause, whether due to faulty apparatus, disobedience to instructions, carelessness in supervision, etc.____________________

What action was taken to prevent recurrence of accident.____________________

Witnesses:

____________________Address____________________

____________________Address____________________

____________________Address____________________

(This report to be filed in the Recreation Office IMMEDIATELY on the day of the accident.)

Signed:____________________
Worker in charge

FORM 21. ACCIDENT REPORT

Worker's Liability

It is a widely accepted principle that neither a municipality nor a private organization conducting a playground nor the individual in charge of it is liable for damages in case of an accident occurring to a person using the playground, unless negligence can be proved or it can be shown that the apparatus was known to be defective, or that the playground itself was an attractive nuisance. If playground authorities and leaders take reasonable precautions to assure safe conditions, enforce reasonable regulations and regularly inspect the apparatus and facilities, immediately removing from use any found to be defective or dangerous, it is practically certain that they will be protected from liability in case of accidents. In case negligence can be proved, however, the decisions of the courts in different states differ with respect to the liability of workers or managing authorities. Any group administering playgrounds should therefore ascertain the conditions under which they might be held liable in case of an accident and the extent thereof. Playground authorities should instruct their workers as to the extent of the latter's personal liability in case of accidents occurring on a playground on which they are serving.

The question of liability in case of accidents to playground workers was discussed in Chapter XVII.

Health and Sanitation

The health and physical welfare of the children using the playground, as well as their safety, are promoted and protected by the playground workers. Health education is a feature of the playground program in comparatively few cities, although health clubs are organized on some playgrounds. Under normal circumstances the teaching of health cannot be considered a responsibility of playground authorities. Participation in a well-organized and wisely administered play program contributes to physical development and well-being and is considered essential for the growing child. The contribution of play to the individual child and of the playground to the health of the community has been pointed out repeatedly by outstanding medical authorities.

Care of Properties

In order that the child may gain health values from playground activities, steps must be taken to assure a sanitary condition of the

grounds and facilities. Otherwise the playground may actually prove a menace to the health of the children who attend it. The following rules which should be observed or enforced by playground authorities help assure sanitation on the playground.

1. Place metal receptacles for refuse where needed—especially where lunches are eaten.
2. Maintain the playground surface so dust and dirt will not be blown about by the wind.
3. Keep water in the wading pool clean through the constant addition of pure water, frequent emptying of the pool, occasional tests for bacteria and the adding of a disinfectant if found necessary.
4. Install drinking fountains of the sanitary type only.
5. Inspect lavatories frequently and keep them in sanitary condition.
6. Secure the maximum of ventilation in lockers, toilets and assembly rooms.
7. Keep blocks, toys and other articles used by the children clean by washing and disinfecting them occasionally.
8. Be sure the same towel is not used by more than one person.
9. Do not permit promiscuous use of such musical instruments as the harmonica, bugle or fife.
10. Maintain grounds and equipment in the cleanest possible condition at all times; if necessary, by organization of junior sanitary squads.
11. Do not permit animals to enter the playground.

Personal Hygiene

Playground leaders can do much to encourage children to be clean and neat by setting an example of cleanliness and neatness. They have many opportunities to instill in children an appreciation of personal hygiene and to develop healthful habits. Do not allow children to use game materials which can be soiled easily unless they have washed their hands. Do not allow children who are obviously unclean or who have skin eruptions to enter the wading pool. Exclude children with infections or contagious diseases from the playground and report the cases to the proper health authorities. Playground workers in one city are instructed to report to the superintendent of recreation the name, address, school attended and last semester grade of any child who might have a contagious skin disease, infections of ear, nose and throat or rashes which might be indicative of a contagious disease such as measles or scarlet fever.

The Health Department of another city each day sends to the superintendent of recreation a post card notice of children with contagious diseases. These names are posted on the playground bulletin board in case parents so forgetful of their citizenship responsibilities have allowed these children to come to the playgrounds. Playground children should be assured the fullest possible protection against disease, and leaders should do all they can to prevent its spread. In case a leader observes that a child is not securing needed medical attention, he should report the matter either to the department office or to the city health department, as a protection to the other children and also for the child's welfare.

Participation in Activities

Another way in which playground leaders may safeguard the health of participants is by regulating their participation in activities and controlling the conditions under which the activities are carried on. A few suggestions for accomplishing this follow:

1. Do not permit children to play strenuous games too soon after eating, for too long a time or when it is extremely hot.

2. Alternate active and quiet activities, to prevent excessive fatigue.

3. Adapt playing rules, type of equipment used, length of periods and size of court to the age and sex of the group in the case of most active games, especially games like basketball and soccer.

4. Do not conduct activities that are known to be potentially dangerous to the welfare of the group, such as boxing and tackle football for elementary school boys.

5. Restrict participation in sports such as basketball, football and track to individuals who have been declared physically fit after examination by a qualified doctor.

6. Be on the alert to detect evidence of illness, injury or excessive fatigue and do not permit players who are ill or injured to engage in competitive play.

7. Encourage players to warm up before entering a game and to cool off gradually after leaving it.

8. Classify players for competition in sport so they will not be matched against other individuals in a higher age or weight class.

9. Restrict the number of events in which an individual may compete in competitions such as track or swimming meets.

10. Pay special attention to the health of women and girls and put

into practice the recommendations of the National Section on Women's Athletics.[2]

11. Restrict the length of time children are permitted to stay in the wading or swimming pool or under the playground shower.

12. Do not permit children to lift heavy weights or to attempt feats beyond their strength.

13. Discourage children from drinking excessive quantities of cold liquids when they are overheated.

14. Be alert to prevent children from overexposure, causing sunburn or sunstroke in the summer, or excessive chill in winter and do not permit them to remain on the playground with wet clothing.

[2] *Desirable Practices in Athletics for Girls and Women*, National Section on Women's Athletics, American Association for Health, Physical Education and Recreation, 1941.

CHAPTER XXIV

Special Problems

Of the many problems that must be dealt with by playground authorities that have not been considered so far, three will be discussed briefly in this chapter: the maintenance of discipline and the ways of dealing with breaches of good conduct; the problems associated with the conduct of events that require playground groups to travel away from their playground; the procedures that are followed in opening and closing a playground for the season and in starting and ending the daily program.

DISCIPLINE

The playground is a place where all should be permitted the greatest possible freedom in the use of facilities and in the choice of activities, provided such freedom does not interfere with the best interests of the entire group. Discipline is essential on the playground, but the need for enforcing it is least evident when there is interesting activity. Most children who attend the playground regularly respond promptly when the leader reminds them that they are breaking a rule. Occasionally they must be denied the privilege of using certain facilities or taking part in an activity, but disciplinary cases requiring severe penalties are rare. In case rowdies come to the playground to disrupt the program and to destroy property, as occasionally happens, the director must exercise exceptional tact and firmness if trouble is to be averted.

The growing boy's love of mischief, the essential element of which is the search for reality is responsible for many of the difficulties which arise on the playground. "The reason a boy wants to turn on the water, to play with matches, to experiment with firecrackers, guns, horses, sailboats, automobiles—the reason why in everything that he selects to do he seems to show such unerring instinct for precisely the most troublesome, noisy, and generally objectionable thing within his restricted range of choice—is simply because it is the noisy and troublesome things that have the most life in them. The boy is out for big game; it is the thing with the most reality in it that best satisfied his need." [1]

The playground worker who understands child nature and gives the children a sense of reality in the program is not likely to have great difficulty in handling them. The leader who is calm and avoids any suggestion that he is expecting trouble is not likely to have it; the irritable leader, on the other hand, who is constantly threatening the children if they do wrong, is a continuous challenge to them. They love to play a prank on such a leader, not only because they enjoy getting a "rise" out of him but also because they want to see whether he will carry out his threats or whether he is merely bluffing. The understanding leader does not give the children any such incentive. Most children accept merited punishment without resentment and lose their respect for a leader who overlooks flagrant or malicious misconduct.

The leader must be prepared, however, to handle special problems caused by individual children. A child may fly into a tantrum at the slightest provocation, may deliberately destroy equipment, repeatedly break certain playground rules or attempt to disrupt activities if he is not given a desired place in the team or group. Such conduct is often due to unfortunate home conditions, lack of discipline in his early training or some other factor. If the director is unable to find a method of dealing successfully with problem children, he should consult his supervisor, who may call upon the city or school psychiatrist for advice in extreme cases. The cooperation of the parents is usually necessary to a successful solution in such cases.

Procedures

No set of rules of procedures can entirely eliminate disciplinary problems but the following suggestions if followed, will help assure proper conduct on the playground:

[1] Joseph Lee, *Play and Playgrounds,* National Recreation Association, 1908.

1. Provide a varied program appealing to all who attend the playground. Few boys or girls get into serious mischief while taking part in a game or other play activity. Lack of variety in many playground programs is responsible for many actions which result in punishment.

2. Have a few concise rules, conspicuously posted, and enforce them. It is better not to have rules than to permit them to be ignored and constantly broken.

3. Set a standard of conduct at the start and little difficulty will be experienced later. On the other hand, if children or older people are allowed to get out of hand it is difficult to reestablish proper conduct.

4. Make frequent tours of the playground. Incipient trouble can often be nipped in the bud by a leader who is alert and who keeps informed as to what is going on in various parts of the playground.

5. Foster a spirit of self-government by giving children a share in making playground rules. Children are more ready to obey rules and to insist on obedience by others if they themselves have helped in making them. Encourage children to feel it is their playground and that they have a responsibility for its operation. Junior police and safety squads, if wisely administered, will further this idea.

6. Always maintain a spirit of fairness and justice in dealing with playground patrons. Their respect is one of the playground leader's greatest assets. To be strict with one child and lenient with another, or to enforce a rule one day and ignore it the next, lessens respect for both rules and leader.

7. In case it is necessary to discipline a person be sure to learn all the facts before dealing out the punishment; otherwise the punishment may be unfair and may result in resentment toward the leader. Determining the facts before imposing the penalty eliminates the danger of impetuous and unwise action. Put yourself in the other person's position.

8. Do not permit corporal punishment and the handling of patrons in an unnecessarily rough manner. Occasionally it may be necessary to use force in securing obedience or in removing a person from the playground, but this should be done only as a last resort.

9. Enforce rulings and make no threats or promises that are not carried out. Continual chiding impairs the play spirit. Repeated warnings which are not followed by action weaken the position of the leader. Do not threaten to inflict some penalty which the leader —and the child—know will not be carried out. Do not make promises which cannot be fulfilled.

10. Remember that the child should be disciplined, not to "get even" with him for his unsocial act, but to teach him that he must not act in a way which is contrary to the best interest of the entire group. The method by which the penalty is inflicted and the child's understanding of the reason for it may determine whether the offense will be repeated.

11. Use a whistle, discreetly, to maintain discipline. No child likes to have his name shouted across the playground accompanied by an admonition to stop what he is doing. Leaders should not "yell" at a child or patron. The advantage of using the whistle is that the person who is misbehaving is called to task without having the whole playground know it. Incidentally, if others are breaking a rule at the same time, they may believe the whistle has been blown for their benefit.

12. Do not neglect the majority of children who obey the rules in order to humor or give special attention to the unruly child or bully. Try to encourage the latter to conform to the rules and fit into the playground program. If special consideration and prestige are given him a premium is placed on disobedience and misconduct.

13. Allow children to settle minor disputes among themselves. Merely to stop the dispute without eliminating the causes is likely to mean that it will be continued either on the playground or outside.

14. Keep your hands off children, either in anger or affection. More than one playground worker has got into serious difficulty because he has used force in dealing with children. Only in the most exceptional situations should a director resort to force.

15. An example is worth one thousand rules. The playground leader who by his conduct sets a good example for the people using the playground thereby encourages them to conform to the rules. Conversely, a worker who uses abusive or indecent language, curses, smokes while on duty or violates rules for the use of playground facilities cannot expect others to conduct themselves properly.

Penalties

The penalty should obviously vary with the nature and seriousness of the offense and should bear some relationship to it. The procedure to be followed in case of specific misconduct is determined in part by the conditions under which it occurred, and the penalty which should be inflicted for it cannot be prescribed for all situations. There is considerable difference of opinion among playground

leaders as to the penalties to be applied for various offenses, especially smoking and swearing. Whenever possible link up the punishment with the offense, especially in dealing with children. Repeated misuse of playground apparatus, for example, may well be followed by forbidding the child to use the apparatus for a period. Improper conduct during a game may be punished by denying the boy or girl the right to play the game for a certain period. Defacement of and damage to property are often effectively discouraged by insisting that the offender repair or replace the damaged property or perform certain duties which compensate for the cost of the damage done. Baseballs or other game supplies which have been stolen often find their way back to the playground when it is announced that due to the misconduct of some boy or girl it will not be possible to play the particular game for a number of days.

Give a warning the first time an individual breaks a rule or commits a minor offense and impose a penalty only after it is repeated. Use suspension or expulsion from the playground as a means of correction only after other methods have failed, because the playground can help a child develop desirable character traits only as long as he attends the playground regularly. When a child is expelled from the playground the leader's influence over him is likely to be lost, and he may get into more serious difficulty. Careful study of the case and a different form of punishment might enable the child to remain under the influence and control of the playground leader. Suspensions should therefore be few and brief, otherwise, the person is unlikely to return to the playground.

The most serious problems of discipline usually arise with groups of older boys, who are often under the influence of one or more leaders of the show-off or bully type. If these boys can be kept busy with strenuous games such as baseball, handball, basketball or touch football, they are likely to give little trouble. It is sometimes necessary to discipline certain members of a group who persist in disobeying the rules, and suspension from the playground may be the most effective method. If the director can hold the other members of the group or gang, the disciplined members generally ask permission to return and are ready to abide by the rules. Care must be taken, however, that in suspending one or two boys the director does not cause the entire group to leave the playground in protest.

Some playground authorities have a rule that no director may expel an individual for more than a week without the approval of the supervisor or superintendent. If the offense has been serious enough to warrant such action it presents a problem that requires

investigation. The person suspended should be made to realize the seriousness of his action by being required to secure the permission of the supervisor or superintendent before he is allowed to participate again in the playground activities. In serious cases meriting suspension, notify the parents and inform the police in the playground neighborhood.

Occasionally a child with a mental disorder or a physical disability that does not permit normal play relationships with other children creates a problem for the playground worker. If such a child continues to come to the playground the director should discuss the case with the supervisor or superintendent who in turn should get in touch with the proper case work or health agency.

Close cooperation between the playground leaders and the policemen assigned to the neighborhood helps reduce the problem of discipline on the playground. In extreme cases where help is needed to protect children using the playground or playground property call the police. The playground department office should be notified at once whenever this acton is taken.

Travel

Inter-playground activities and city-wide events which require children to travel from their own playground are conducted in most cities, and trips to points of interest, hikes, picnics and swimming parties are becoming increasingly popular with playground groups. These activities give rise to a number of problems which routine playground events do not present, and the scheduling of them is an important factor in program planning as mentioned in Chapter XI.

Classification of Activities

Occasions for groups to leave their playground may be classified as follows:

1. Events arranged and scheduled by the superintendent or supervisor as a part of the seasonal program in which all playgrounds participate. In this group are the inter-playground league schedules in softball, volley ball and other sports, also the city-wide championship series; inter-playground, district and city-wide tournaments of all kinds, track meets and play days; regularly scheduled swimming periods at a pool or beach; district or city-wide events such as a pageant, circus, storytelling festival or holiday celebration; day camp assignments.

2. Events arranged by the director of a single playground for his own group, supplementary to the regular program. These include a picnic, outing, trip to a professoinal ball game, museum, zoo or point of historical interest, a beach party or overnight hike.

3. Events which two or more playground directors arrange in addition to regularly scheduled activities. These include games and tournaments in which children from two or more playgrounds take part, a color play day or an outing.

Events involving travel from the playground can also be classified as: (1) inter-playground activities which involve two or more playgrounds, usually in the same district; (2) city-wide activities in which all the local playgrounds take part, and (3) trips and outings, which often necessitate travel outside the city and which commonly involve activities or the use of facilities not controlled or operated by the playground authorities.

Travel Factors

Activities involving travel have values which justify their place in the playground program. They enable children to see other neighborhoods, to visit other playgrounds, to meet in competition or in cooperative play children from other parts of the city, to gain confidence through participation in activities under unfamiliar conditions, to feel they are a part of a large city-wide playground group, and to visit places of interest they might otherwise have no opportunity to observe. Off-the-playground events present several problems, however, and it is therefore customary to limit the number which playgrounds can schedule. The rule that activities necessitating travel by playground groups should be scheduled only after receiving the approval of the supervisor or superintendent is in effect in most cities.

Intra-playground activities receive major emphasis in playground programs because they enable a larger number of children to be served per leader or per dollar than any other type. Activities that involve travel of necessity accommodate fewer children, and they generally require more of the leader's time than those on the playground. Scheduling too many of these activities gives them greater importance than they normally deserve and the regular program is likely to suffer as a result.

Travel by playground groups raises the question of supervision while the children are traveling and also after they reach their destination. Playground workers are always instructed not to leave

their playground during hours when they are assigned to duty, without specific permission to do so. Therefore, if a playground has only one leader, the playground must be closed while the leader accompanies a group of children on an outing; if it has two leaders, the program is drastically curtailed when one is absent with such a group.

The question of transportation for playground groups or teams is raised whenever they engage in activities distant from their playground. Playground budgets rarely include an item for the transportation of players, and playground workers in most cities are specifically instructed not to transport children in their own automobiles or in cars owned by the department or to pay for the transportation of teams or participants. Special arangements must therefore be made for carrying children to and from places where off-the-playground activities are held. Most departments assume no responsibility for transporting players. However, one city provides public service passes for children whenever scheduled competition calls for travel to other playgrounds; another city owns a 29-passenger bus which is made available in extraordinary circumstances for the transportation of groups of children from the municipal playgrounds.

Parents generally permit their children to go to the playground with the understanding that they will play there under competent leadership. Playground workers have no right to invite or permit children to travel with a playground group to some other location without the knowledge and consent of their parents. To do so is a breach of confidence. In case an accident occurs to a child while thus absent with a playground group, the situation is likely to prove serious for the leader. Most playground authorities have adopted a rule that no child is to be allowed to join a playground group in an off-the-playground activity without submitting a written statement from the parent granting permission for the child to do so and waiving liability in case of accident. (See permission forms in Chapter XX.)

All participation in the playground program should be on a voluntary basis, but it is especially important that children and parents understand that this applies equally to activities involving travel away from the playground. Children are merely invited to take part in any such activities. It should be clearly understood that any travel in connection with them is undertaken by the child voluntarily and without any pressure or compulsion on the part of the playground workers.

Inter-playground Activities

Games and contests between representative teams or groups, competition between playground champions and informal play days are the most common forms of inter-playground activity.

Competition between playgrounds should generally be limited to children twelve years of age and older. Younger children should not travel even a short distance to a neighboring playground unless accompanied by an adult leader, yet it is seldom justifiable for a playground worker to leave his playground for two or more hours to accompany to another playground a team or group comprising only a few boys or girls. Enlist the services of a volunteer to accompany a team or group and be responsible for its conduct at the other playground and while going to and returning from it; or entrust a reliable junior leader with this task. The visiting team should always carry with it a note from its playground director, an approved roster or some other form of official identification. Restrict inter-playground competition for any team to one home game and one game away from home each week. Have a definite understanding as to the responsibility of both home and visiting teams for supplying equipment and officials. Adopt uniform rules for all games, contests and activities in which inter-playground competition is conducted. In order to decrease the amount of travel for representative playground teams engaged in inter-playground competition many recreation authorities group their playgrounds according to geographical districts, with four to eight playgrounds in each district. The playgrounds in a district are usually within easy walking distance of one another so teams of older children enrolled in district leagues do not need to be transported.

Playground champions, selected in intra-playground competition at each of the playgrounds within a district, are matched in a tournament to determine the district title. District championships in several activities are often held on the same day at a centrally located playground, generally near the end of the season. At this time the regular program for the day is suspended and many of the playground children as well as the leaders attend the contests to cheer their champions.

The informal play day, at which the leaders and children from two or more nearby playgrounds come together for a round of activities is especially popular with women and girls. The playground at which the play day is held serves as host and invites the others to participate. All the playgrounds in a district take part in

the play days, and the arrangements and program are planned and carried out by a committee of directors representing each of the participating playgrounds. Competition among playgrounds is eliminated from most play day programs, for the chief objective is to develop a friendly spirit, foster new acquaintances and provide an enjoyable occasion for all. The groups or teams that take part in the games, stunts and contests on the program comprise children selected from all the participating playgrounds. At least one worker from each visiting playground should accompany his group to the play day, but one worker should remain on each playground unless it is officially closed for the day.

City-Wide Events

The city-wide playground festival, pageant, circus or track and field meet are occasions when children from all the playgrounds take part and large numbers of children attend. Few occasions of this type are arranged during a year or season because the time and effort required interfere with the day-by-day program. If only one such event is held it is usually at the end of the season. The services of all the directors and leaders are needed to help conduct the big events and care for the children, both participants and spectators. Since the event is commonly held a considerable distance from some of the playgrounds, one or more leaders from each playground must accompany the children. Sometimes the playgrounds are closed on the day the event takes place. In cases where it is held beyond walking distance from a playground, arrangements for transporting the children by trolley, automobiles or bus are necessary. Children sometimes bring money for their bus or carfare; occasionally the cost is met by a local playground association or service club or from some other source.

Some playground leaders question the wisdom of arranging city-wide events in which young children take part on a competitive basis. A track and field meet, for example, engenders such a keen spirit of competition that unless extreme care is taken to avoid overstrain and to encourage sportsmanship the effects of the meet may be more harmful than beneficial to the children taking part. Cooperation and a spirit of play, on the other hand, are emphasized at the pageant, play festival or picnic.

A tendency to abandon the city-wide circus, pageant and track meet in favor of similar events conducted on a neighborhood and district basis has been noted in recent years, especially in the

larger cities where the problem of transporting many children is a difficult one. It is wise as a rule to avoid the scheduling of city-wide events, especially those of a competitive nature, until it has been demonstrated through intra-playground and district events that children are prepared for participation in city-wide contests and are likely to benefit from doing so.

Trips and Outings

Most playground directors arrange one or more trips or outings for their children during the summer, and sometimes a series of trips is planned as a regular program feature. These outings take a variety of forms and accommodate both large and small groups of children. Typical examples are:

Trips to a zoo, museum, industrial plant or city hall
Visits to places of historical interest
Trips to an outlying park, with bathing, picnic and other facilities
Boat rides
Trips to college or professional ball games
Hikes, including nature hikes and overnight hikes
Day camping
Bicycle trips

Several factors that must be considered in planning trips for playground children are:

1. The number of outings to be permitted during each season. This will vary with local conditions such as the availability of transportation and of competent volunteer leaders. It will naturally be larger in a community where weekly outings such as a trip to a swimming pool are regularly scheduled throughout the season.

2. The minimum number of children who must be enrolled. A nature hike with a volunteer leader may be justified if only ten children wish to take part, but a paid worker should ordinarily not accompany a group on a trip unless it comprises a much larger number of children. Outings necessitating the chartering of a bus cannot be arranged unless a sufficient number of children sign up to meet the cost of transportation. On the other hand, playgrounds are often permitted to send only a specified number of children to a day camp or outing group.

3. The amount and type of leadership that must accompany the group. Except for small groups who may be supervised readily by a volunteer, it is customary to require a playground worker to accompany every playground group on a trip. In case the outing is

a big playground event such as an annual picnic, the services of all the leaders may be required and the playground may be closed for the day. On some outings such as a trip to a museum or zoo, it may be necessary to limit the number of children who can attend to a certain number for each adult who is to accompany the group.

4. The minimum age of the children who can attend. Children less than ten years of age are seldom permitted to go on all-day outings unless their parents are present. The minimum age varies according to the type of outing.

5. The location or objective of the outing. Some authorities restrict playground picnics and outings to specified locations. Outings to places with bathing facilities are permitted only if approved lifeguard service is available. Places that offer unusual hazards or other undesirable features should be avoided. The route to be followed on a hike or bicycle ride should be determined in advance and the director should know it.

6. The conditions under which an individual may take part. Some types of outings such as a bicycle trip should be restricted to persons who have met qualifying tests and whose equipment is in good condition. Special outings may be an award to individuals who have performed some type of service on the playground.

7. The hours during which trips are authorized. Playground authorities and parents expect that children will be returned to their playground at a reasonable hour. The approximate time of departure and of return should be announced in advance.

8. The type of transportation to be used. The use of busses and other common carriers should be restricted to facilities which carry adequate accident and liability insurance. Private cars are seldom acceptable.

9. Provision for meals. Many outings make it necessary for children to be away from home over a meal hour. Definite arrangements should be made for serving suitable refreshments or for having children bring food or money with which to purchase it.

Playground authorities must arrange in advance police protection of the group en route, when necessary, and for the proper reception and treatment of the playground groups when they reach their destination. If a fee is involved, require the children to make payment a day or more in advance in order to assure their attendance. Carefully check the names of the children before leaving the playground on the trip and before returning to it. Have a first-aid kit available on all hikes, picnics and similar outings. Like other activities away from the playground, such trips should

not be scheduled without specific approval and only those children who submit a parent's permission blank should be allowed to take them.

Awards

The giving of awards as a form of recognition for winning contests or for unusual achievements on the playground has been traditional. Their importance may be minimized but the practice of granting awards to playground children is widespread. Awards provide something tangible as an evidence of achievement; afford incentives to the attaining of desirable standards; when progressive, encourage perseverance. Children have become accustomed to their use by schools, scouts, Sunday schools and other agencies. They may be the means of bringing children under the influence of the playground who otherwise would not be attracted to it. Awards may be the means of starting a life-long interest in an activity in which the child formerly had no interest.

Those who are opposed to the use of awards in any form claim that they tend to develop selfishness, supersede the real values of participation, focus attention on the award rather than on the inherent satisfaction in play itself, appeal primarily to children who need them least, cause loss of interest in an activity when the award is attained or withdrawn or when a child fails to win, and produce other undesirable results. They believe that the satisfaction resulting from achievement does not need to be supplemented by a tangible award.

Most people seek and value awards because they have a craving for recognition; they want some evidence of approval by their leaders or by members of their own group. This recognition need not be a medal or badge; often a less tangible award, such as a word of commendation by the playground leader, appointment to a position of responsibility on a team or in a group, or an opportunity to help in some special way brings even greater satisfaction to the individual. One of the reasons why there is such a demand for artificial awards is that the leaders fail to understand the value of other forms of recognition and therefore do not utilize them. Good citizenship and sportsmanship and wholesome attitudes toward play cannot be developed on a playground when children are permitted to feel that prizes are of paramount importance. If the use of awards interferes with the attainment of these objectives it is better to eliminate them entirely.

Kinds of Awards

The nature of the award usually varies according to the achievement for which it is given. Certificates, badges, ribbons and chevrons are commonly given winners of playground events or to individuals passing playground tests; felt letters, medals or emblems, to winners in city-wide competition. Members of winning playground teams receive certificates or appropriate insignia, whereas members of teams winning city championships may be given a medal or other emblem. Team awards commonly take the form of cups, banners or trophies. Some authorities favor a trophy on which the name of the winning team is inscribed each year but which is retained by the playground department. Children giving unusual service may be honored by being named to a position of responsibility in a junior playground organization. A character medal may be awarded annually to a boy and girl on each playground for conduct, attendance and leadership.

Inter-Playground Awards

Various plans have been developed whereby awards, usually in the form of banners, are given to outstanding playgrounds each week or at the end of the playground season. These awards are made either for all-around excellence, for winning in competitive activities or for making the best showing in some respect, such as safety. Inter-playground awards help stimulate competition between playgrounds, develop playground spirit, eliminate the selfish aspects of individual awards and aid in securing publicity for playground activities. Care must be taken to prevent ill feeling between playgrounds, excessive scheduling of inter-playground activities and overemphasis on the activities for which points may be won, to the detriment of the rest of the program. Awards of this type must be readily and fairly administered without requiring too much time on the part of the supervisors and directors.

Weekly from April through September a special contest, game or tournament is conducted between the playgrounds in one city. The preliminaries are played early in the week and the finals on Saturday. The winning playground has the honor of flying the trophy or honor flag during the following week, and at the end of the season the playground which won the flag the most times is given permanent possession of it. This system necessitates much inter-playground competition.

Four playground honor flags—first, second, third and fourth—

are awarded each week to the four playgrounds winning the highest number of points during the week in another city. Points are given according to a carefully prepared system covering such items as art and handcraft projects, rhythm activities, athletics, field events, swimming, appearance of playground, required reports and programs, increase in attendance, story hour and flag raising and lowering. An annual playground trophy is awarded to the playground scoring the greatest number of points during the vacation playground season.

Playgrounds compete for two types of weekly awards in a third city. Banners are awarded the winning teams in each sectional activity such as volley ball, clock golf, jackstones, archery, softball, checkers and horseshoes. The individual banner is displayed at the winning playground for the remainder of the season. A second award known as "the outstanding park of the week" award is given to the playground which on a vote of the supervisors is judged to be outstanding in all phases of work during the week. The leaders at the winning playground and the members of the winning teams of the week are interviewed at the local radio station—a plan that secures favorable publicity for the winners and for the department.

A safety contest rating system under which playgrounds compete for recognition is carried on in several cities. Supervisors rate each playground according to a point system on such factors as proper use of playground materials, condition of grounds, apparatus, equipment, drinking fountain, first-aid kit and sandbox, proper playing on game areas, wading pool supervision and operation, bicycle riding and accident reports. The playground that receives the largest number of points for the week is permitted to fly the playground safety flag or banner for the following week.

A playground flag is the common type of award for the playground winning a city-wide contest. Occasionally the award is the place of honor in a parade or at some other public occasion. Playgrounds winning in city-wide competition are sometimes given the privilege of naming their representatives to a post of honor such as editor-in-chief of a playground paper or chief of a safety patrol organization.

Basis for Awards

Special recognition given to individuals on the playground is generally based on one or more of the following:

1. Winning an individual event such as a marble tournament,

running race, handcraft competition or baseball-throwing contest in local, district or city-wide competition

2. Meeting standard requirements such as athletic badge tests, swimming tests or model aircraft construction and flying events

3. Giving a specified period of playground service; for example, as a junior leader or member of a safety squad.

4. Taking part in a specified number of events and activities

5. Playing on a representative playground team or representing a playfield in district or city-wide competition

6. Exhibiting exemplary conduct or sportsmanship on the playground

7. Participating in a specified number of playground activities

8. Winning a certain number of points in competitive events.

Points 7 and 8 are practically always associated with playground merit point systems.

Control of Awards

Because of the influence which awards may exert upon the attitude of children and adults toward playground activities, their use should be subject to the control of the playground authorities. This policy is widely practiced, and the executive in most cities is made responsible for setting up and administering a system of awards. Individual playground directors may be permitted to arrange for special prizes for holiday programs or unusual occasions, but a fairly common rule is that all awards and medals for individuals and teams must receive the approval of the superintendent. Any policy relating to awards should of course apply to all of the playgrounds under a department. As in other phases of playground administration, the advice and cooperation of the staff are helpful in formulating methods and policies, since the successful operation of any system of awards requires their cooperation.

Control over the use of awards is simplified when they are purchased with funds appropriated in the playground budget. The amount requested for this purpose should be related to the funds available for the total playground program. Ribbons, certificates and other awards are purchased in quantities and are available to playground workers on requisition in some cities. Local organizations that cooperate with the playground authorities often provide the funds for the purchase of awards; in such cases the authorities should insist upon the right to approve the type to be given. Avoid the solicitation of local merchants and neighborhood organizations

for merchandise and other prizes by playground directors. Most authorities forbid their workers to solicit.

The personality and attitude of the individual playground leader play an important part in deciding whether awards are an asset or a liability. The spirit with which a system of awards is interpreted and administered may determine its effect upon the children as much as a particular policy relating to awards. Any plan of playground awards which places the emphasis upon the award itself rather than upon the joy of participation and the satisfaction in achievement is to be condemned. Playground authorities are faced with the problem of utilizing the advantages offered by the use of awards and at the same time avoiding unfortunate results.

In preparing a plan of awards, keep in mind that they should be:

1. Inexpensive and have little intrinsic value. Playground authorities are not justified in spending large amounts for awards to a few children. Furthermore, if the award has high intrinsic value the winner is likely to attach greater significance to the award than to the winning of it.

2. Significant and bear some relationship to the activity for which they are given. An athletic badge which depicts athletic activity is an example of a suitable award. Significance can often be achieved by having the name and place of the event for which the award is given printed on a certificate or ribbon or, in the case of a team, on a banner.

3. Based primarily on achievement, excellence or effort. If they are distributed indiscriminately, their value is largely lost; if they are difficult to attain, their value is enhanced. The award should bear some relation to the degree of excellence of the performance for which it is given; winning a city-wide championship justifies a different type award than playing in a local playground contest.

4. An incentive for progressive effort which will lead on to higher achievement. Graded ratings for members of model airplane clubs, varied classifications based on ability in water sports and progressive athletic standard certificates or emblems are examples of such awards.

5. Planned for various classes and for a variety of events. Many children should have an opportunity to win—not merely a few stars.

Making the Awards

Make awards to young children soon after they have been earned, for they are likely to lose their significance unless given promptly.

Winners at events such as a doll parade or pet show usually receive their award on the day of the event. The winners receive immediate recognition and both inconvenience and time are saved if the awards are presented at events like an inter-playground track and field meet. Present awards given in recognition of outstanding achievement, unusual service or the attainment of a standard, on the other hand, at a special ceremony. When the number and significance of the awards are of sufficient importance make a public presentation, frequently at the close of the summer playground season. Some cities hold a banquet at the close of the sports season, at which all players join in honoring the winning teams. An annual sports dinner or "night," a regular event in other cities, is the occasion for making awards to the championship teams in the various sports.

Merit Point Systems

Playground authorities in several cities are using merit or honor point systems. There is no standard form of playground merit point system but under most of them boys and girls are given a certain number of points for each activity or event in which they take part and additional points for excelling in it; additional points are sometimes given for attendance, service and sportsmanship. Awards are graded and progressive, so that after a certain period of effort a child may win a bronze badge, for example, later a silver badge, and finally a gold badge.

Some systems are simple, involving only a few activities and a limited number of points; others are elaborate and involve considerable record keeping. Under some systems points are given entirely or largely for participation; in others the element of achievement or winning has a dominant place. Some provide that all boys and girls attaining a specified number of points shall receive an award; others afford honors only to the limited few attaining the highest number of points. Some include only individual activities; others allow points for membership on a team. In a few cities events are grouped under several headings and a child must gain a certain number of points under each heading in order to secure an award. Sometimes he must "pass" in sportsmanship in order to qualify; under a few systems points are deducted for specified unsportsmanlike conduct.

Some playground leaders believe a merit point system encourages boys and girls to take part in a variety of activities, stimulates reg-

ular attendance, makes it possible for every boy and girl to attain recognition, discourages overemphasis on a single type of activity, makes attractive new or less popular features which may develop real interests in children, stimulates playground workers to conduct diversified programs, and encourages individuals to persist in efforts in spite of failures.

Other leaders object to the use of the merit point system because they believe it tends to discourage play for play's sake. They claim that under the system participation may be prompted by the award rather than by the joy of taking part in the activity and that pressure may be brought to bear on the child to participate in certain projects when he prefers to play in other ways. Many believe it requires more time and effort to keep records than its value justifies.

Administration

Merit point systems are generally administered in one of two ways. Under the one which is perhaps more common, each child taking part is given a registration or record card on which are entered his name, age, sex, address, playground and, if a classification system is used, his rating for the current year. On the back of the card are listed the events for which points may be earned or a space for listing them is provided, with columns for entering points earned for participation or for winning playground contests or city-wide events. After each event for which points are awarded, the playground worker enters the points earned on the card of each child participating or winning. In case a child moves to another part of the city his card or credit is transferred to the new playground. At the close of the playground season or year, when awards are to be made, the points on the individual cards are added and the totals indicate the persons who have earned awards of various grades. Lists of persons entitled to receive awards are submitted to the central office.

The less commonly used method is based on the use of certificates of different values and does not involve the keeping of individual records. Whenever an event is held which counts toward an award all children who take part or win receive a certificate. When a person has received a specified number of certificates, he may turn them in and receive an award or a certificate of a higher order. Naturally the certificates must bear the person's name; they are not transferable. This system puts the responsibility for keeping the record, in the form of certificates, upon the individual child rather than upon the playground director.

Because of the work involved in administering a point system and the differences of opinion with reference to its relative value, playground authorities will do well to study and consider its limitations and advantages carefully before introducing such a system. Trial of a system on a few playgrounds before installing one on a city-wide basis is also advisable. Where after careful study it is considered advisable to install a merit point system, the following suggestions may be helpful:

1. Give points for excellence and winning in certain activities and also for participation and effort.

2. Require children to take part in several types of activities in order to win awards, but allow ample room for individual choice.

3. Make awards progressive in character so children will be induced to strive for higher achievement.

4. Give no points for activities in which good sportsmanship is not displayed by the individual.

5. Even though special awards are given children securing the greatest number of points, assure an award to each child who earns a specified number of points.

6. Classify the individuals participating in the system on a basis that will assure everyone a fair opportunity to win points.

7. Offer points for a variety of projects but do not give them for everything a child does on the playground.

8. Make the basis for awards as concrete and objective as possible to encourage ease, accuracy and fairness in determining points earned.

9. Do not make requirements for awards so easy that children can receive them without effort or so difficult that only a few children can attain them.

10. Be prepared to revise or discontinue the point system if conditions seem to call for such action.

Opening and Closing

Special instructions are frequently issued to playground workers covering the procedure to be followed at both the opening and the closing of the playground season. They are factors which have a direct bearing upon successful playground operation and which because of their importance should be understood and considered by all workers.

Preseason Preparation

Most playgrounds, as previously pointed out, are not open the year round and consequently special preparations must be made for the opening of the playground season. The nature and extent of these preparations vary with the type and location of the playground, but they are all designed to put the playground in excellent condition for the opening day. On a school site or a park with year-round caretaker service the problem is relatively simple, compared with an area open and maintained only during the summer months. In the latter case, *before* the playground is opened for use, set up apparatus which has been stored during the winter months, check and compare with inventory supplies of all sorts, do necessary repairs and painting, clean the ground and buildings and put them in shape, turn on the water in buildings and wading pool. These duties are performed by the maintenance staff under the general direction of the playground executive. They should receive attention several days before the opening date so that necessary repairs and replacements may be made and the playground plant be all ready to function.

The playground director should have a part in these preliminary arrangements, although sometimes he does not report for duty until shortly before the playground is scheduled to open. In any case, he should study the rules and regulations issued by the department relative to his responsibility for the playground plant and become thoroughly familiar with the facilities under his charge. He should also read the report of the playground director for the preceding year so as to be familiar with the program carried on, the problems encountered and the names of the most active children. He should make a survey of the grounds and building with the caretaker, in case the playground is on school or park property and responsibility for maintenance is shared with a caretaker who reports to some other department or division. He should make notations as to the condition of grounds and equipment, of buildings inside and out, especially toilet, shower and club rooms, of trees and other plantings. He should record broken windows, damaged fences, apparatus in need of repair or other features requiring attention—these should be few if the playground has been put in condition for the season. He should report needed repairs of apparatus or equipment to the office immediately. The survey should extend to adjoining properties in order that the director may have a basis for judging subsequent claims that damage has been done by play-

ground children. Finally, the director should make a report of the survey and see that both he and the caretaker sign it.

After inspecting the buildings and grounds the director should check the supplies carefully. Game materials should correspond with the items on the inventory charged to the playground. Tools, handcraft materials and playground supplies should be looked over and a requisition submitted for any essential items that are missing. Special attention should be paid to the first-aid kit. A supply of forms and record blanks of various types should be on hand and time cards and attendance report forms posted in a convenient place in the office. A definite place should be decided upon for all kinds of supplies, and all workers should understand where they are to be kept. The telephone number of the physician or agency to be called in case of accident should be posted, as well as the numbers of the department office and supervisors. It has been suggested that a few coins be put aside for use in making telephone calls in case of emergency, wherever a coin type telephone is installed. If there is no telephone on the playground arrangements should be made to use one near by. The bulletin board should be put in order and the names of the director and his assistants posted on it, together with the playground hours and the daily and weekly schedule.

These preparations must be done before the opening day; otherwise, some important item may be found to be missing when it is most needed or the leaders will not be prepared to handle an emergency that might arise. The playground director and his staff must be ready to welcome the children when the playground opens; they cannot do this while attending to the many details that should have been looked after in advance of the opening day.

The Opening Day

The first day is devoted primarily to getting acquainted with the children. Leaders should take time to ask the children's names, to inquire about their previous experience on the playground, to find out their play interests, to discover the leaders, and to establish a friendly, welcome atmosphere. The opening day is the best occasion for informing children as to rules for the use of apparatus and other facilities and for demonstrating their application. It is also a good time to show how the whistle is used in calling attention to violation of the rules—and to be heeded promptly. Instructions should also be given as to how the game materials and equipment are to be issued and used. Enrollment of children usually starts

on the opening day. Special attention should be paid to children visiting the playground for the first time and they should be given a cordial welcome.

There should be some program activity the opening day. A flag raising ceremony may be made the occasion for important announcements. A few carefully selected games or stunts with a surefire appeal help to create a favorable impression and incidentally demonstrate the worker's ability. Game supplies should be handed out in limited quantities the first day. A parade of playground children is sometimes organized as a means of stimulating interest throughout the neighborhood. The importance of a smile is emphasized in more than one playground system by the slogan "Smile! Make a smile one of your playground assets." There is no better time to practice this than on the opening day. Opening day activities are discussed in detail in Chapter XIV.

The Daily Opening and Closing

A definite routine procedure in opening and closing the playground each day is just as essential as the proverbial "winding the clock and putting out the cat." Fairly standardized regulations have been adopted for the use of playground workers and the following with slight variations prevail in most playground systems.

Opening

1. Report for duty on the playground fifteen minutes before the scheduled opening time.
2. Sign the time sheet on arriving.
3. Unlock all gates and doors to toilet and shower rooms.
4. Inspect carefully all apparatus, equipment and buildings.
5. Report all damage, remove from use any defective equipment and order needed repairs.
6. Set up baby swings and other movable equipment.
7. Check over supplies to be used during the day, inflate balls and prepare other materials for use.
8. Post notices on the bulletin board.
9. Mark courts and clean up the playground. These duties are assigned to one of the leaders on some playgrounds. Junior organizations or individual children sometimes help with these activities, which should be carried out before or immediately after the opening of the playground.
10. At the official opening hour have an appropriate flag ceremony.

Respect for the American flag is taught on the playgrounds of Memphis, Tennessee, where the raising and lowering of the flag each day are the occasions for a special ceremony. The playgrounds are officially opened at 9 o'clock each morning with the raising of the playground flag and no play materials are given out until after the flag is properly raised. The following program is followed daily: attention—color guards advance, flag raised by color guards (with patriotic song), pledge of allegiance, and color guards retreat. Following the flag raising, children repeat the pet pledge of the Junior Humane Society. Then the director makes announcements and game assignments.

Closing

1. Call in all supplies ten minutes before closing time (a special signal on the whistle may be used to do this) and make sure all are returned and checked in.
2. At the designated hour for closing lower the flag with an appropriate ceremony. (Colors should be lowered at sundown when possible.)
3. See that all hydrants, faucets, gas and electric switches are turned off.
4. Be sure all windows, doors and cabinets are locked.
5. See that apparatus is properly secured and movable equipment brought into building.
6. Fill in time sheet, attendance record and other necessary reports.
7. Make sure that everything on the playground is in order.
8. Turn off all lights in the playground building.
9. See that all children and adults have left the ground. Be the last one to leave.
10. If the playground is fenced, close and lock all gates.

A number of these duties are performed by the caretaker, if there is one on the playground, but responsibility for making sure that they are carried out rests upon the director.

In Memphis, before the flag is lowered at about 5:30 all children on the playground gather around the flag in a formation. All children who have played during the day are asked to return for the ceremony. Patriotic songs, rounds or folk songs are sung, events for the following day are announced, the Safety Council reports, special mention is made of any child who has done something exceptional during the playground day and cheers led by cheer leaders are given for the playground, teams or individuals. The color guards

then advance while everyone on the playground stands at attention, and the children repeat the pledge to the flag. Taps is sung or played as the flag is lowered and the color guard then retreats. A ceremony of this sort adds a significance and dignity to the close of the playground day.

Closing the Playground for the Season

Just as most preparations for the playground season must be completed before the opening day the workers must have time after the close of the program for checking equipment and supplies, completing records and preparing to leave the playground in a satisfactory condition. For this reason have the program stop with a special feature on the day before the leaders finish their work for the season. Make out a detailed inventory on each playground and have a supervisor check the supplies against it. Store these supplies in a manner that facilitates checking. Make the inventory regardless of whether the equipment and supplies are kept in the playground building until the following season or are collected and stored in a central office or supply room. Deflate balls before storing and send items needing repairs or worn out to the office or storeroom. A definite hour is usually arranged for the department truck to call for the equipment and materials.

Make a careful inspection of the buildings and grounds, and, in case of a school building, make the inspection with the janitor and have the report signed by him. All marks on buildings should be removed; rooms should be cleaned; holes in the playground filled, and the grounds left in the best possible condition. Removable parts of apparatus, benches, tables and other equipment should be stored in the playground building or carried to a central storeroom unless they are to be continued in use. Before keys are turned in, attach tags, indicating clearly the room, gate or cabinet to which they belong.

The final pay check for playground workers is generally withheld until the authorities receive evidence from the supervisor that they have satisfactorily carried out their obligations and have accounted for all property charged to them personally. A final clearance report form is sometimes used which is filled out by the director and approved by the supervisor, indicating that all requirements have been met. This form provides spaces for recording total attendance and registrations, lost and damaged property and recommendations and suggestions for the next year's program. In one city directors are required to report at the department office at a specified time

on the day the playgrounds close and to hand in the following: annual report of the playground, attendance cards for the last week, registration cards, water key, keys charged to them personally, left-over printed forms, last time card, books, manuals and special equipment and supplies charged to them personally and list of individuals who have served as volunteers or helped in other ways.

Payment for lost articles must be made at this time. At the same time, workers check with the payroll clerk the amount due them on their final salary in order to avoid the need for subsequent salary adjustments. In case workers wish to have their final check mailed to them they are required to leave at the office a self-addressed, stamped envelope.

CHAPTER XXV

The Worker on the Job

The effectiveness of a playground system is measured in the final analysis by the extent to which the workers on the individual playgrounds do their job successfully. Well-phrased objectives, finely developed play areas, comprehensive, well-balanced programs, carefully planned organization, competent supervision and an efficient system of administrative details can be fully utilized only as the department employs a competent, well-trained, loyal staff of playground workers. The purpose of this chapter is to review certain methods, principles and procedures applicable to workers on the individual playground and to offer suggestions as to their duties, attitudes and relationships which should help playground workers achieve success in their profession.

Much of the material in previous chapters relates definitely to leadership procedures and activities. The factors influencing the administration of the individual playground are considered in this final chapter primarily in their relation to the individual playground worker. They are grouped from the point of view of the worker in his relation to (1) himself personally; (2) his employer; (3) the people attending the playground; (4) the carrying on of the program; (5) his fellow workers; (6) the care of the playground and its equipment; (7) the playground neighborhood. In the pages that follow are summarized and focused upon the playground worker many of the principles and procedures described earlier in the volume.

The Worker Personally

Leadership is the key to successful playground service—it is more important than any other element or factor. The leader therefore strives to measure up to the standards and prepare himself to meet the qualifications for service described in Chapter V. The good leader has a firm conviction as to the importance of his job, a desire and capacity for work, definite objectives and plans for attaining them, kindness, a keen sense of justice. He personifies the play spirit which he is attempting to foster in others. The leader keeps "physically fit, mentally alert and morally straight" in order to meet the varied and exacting demands of his job. He maintains a high standard of personal conduct and good taste because he is the children's ideal; they will copy his bad traits as well as his good ones. His influence in the neighborhood is great. Good citizenship and self-control will be taught by the playground only if they are exemplified in the leader. His dress, posture, speech and personal habits are closely observed and are likely to set a standard for the neighborhood.

The success of a leader indicates that he is growing in his profession and not merely marking time. The playground worker continually studies his job, strives to improve himself, gains new skills and learns new methods and activities. He advances in his profession by attending lectures, courses and meetings of playground workers, visiting other playgrounds, trying out new methods, and talking with other directors. He gains valuable ideas for the playground program by visiting exhibits and museums and attending professional performances such as the circus, the theater or the county fair. He keeps abreast of developments in the field of recreation by reading books, magazines and other appropriate materials and incorporates in his program ideas and suggestions gained from his professional reading. He gives credit to others when he uses their ideas, however, and always secures the author's permission before reprinting any published material. He does not become a one-sided leader, expert only in older boys' athletics, for example, or with small children, but attempts to develop ability in working with various groups.

Every playground worker has and enjoys at least one hobby and develops new interests and skills from time to time. The worker who takes an active interest in neighborhood or community affairs and becomes affiliated with church, school or other groups thereby enlarges his capacity for effective service. He avoids, however,

factional, social, political or other alliances which will weaken his influence as a community leader. And he never grows old!

The Worker and His Employer

Definite rules and regulations for the conduct of the individual playgrounds are prescribed in each playground system, and instructions covering them are placed in the hands of every worker. In accepting employment the worker becomes obligated to carry out these instructions to the best of his ability. Furthermore, he becomes familiar with the ideals and purposes of the department and attempts to interpret them to the children and the public. He is under obligation to perform to the best of his ability the duties assigned to him and to give the department acceptable service for the time he is being paid.

One of his first acts is to study carefully the department's manual for workers and familiarize himself with its policies, rules and regulations. Any questions relating to them he takes up with his superior. He does not break a rule or fail to adhere to regulations except with special permission. He makes sure that he understands the duties he is expected to perform and that he carries them out fully. He obeys the instructions of his superior but uses good common sense in an emergency when there is no opportunity for consultation.

In carrying out his responsibilities as an employee, he:

1. Is honest in filling out all records and reports.
2. Signs the time sheet indicating each time of arrival at and departure from the playground.
3. Counts or estimates closely the attendance at the times appointed.
4. Submits daily or weekly reports promptly and records accurately what took place on the playground.
5. Attempts to carry out the program submitted in his weekly forecast.
6. Never leaves the playground when supposed to be on duty except with permission.
7. Keeps an accurate record of all funds, is careful in the use of playground materials and keeps an inventory of all equipment.
8. Is punctual in arriving at the playground, gives a full day's service and additional time to the playground when conditions require it.
9. Notifies the office promptly if because of illness he cannot report for duty.

10. Utilizes rainy days for repairing equipment, working out new projects or for other constructive activities.
11. Makes sure that a substitute reporting for work on his playground understands all essential duties and procedures.
12. Devotes his entire time while on duty to playground business and does not use playground time for chatting with friends or playing games for his own enjoyment.
13. Observes carefully the rules relating to the opening and closing of the playground and the use of buildings and apparatus.
14. Studies the playground budget and keeps his expenditures and requests within the appropriation for his playground.
15. Knows what supplies, repairs and special services are available and does not make unreasonable requisitions or requests.
16. Assumes personal responsibility for the protection and wise use of the playground.
17. Respects confidential business of the department and is honorable enough not to disclose it.
18. Obeys the rule forbidding smoking by employees on the playground.
19. Does not make it difficult for his successor by building the program primarily around his own personality.

The extent to which the playground worker fulfills these and other obligations as an employee of the department has a great influence upon the effectiveness of his service on the playground.

The Worker and Playground Patrons

A friendly relationship between the worker and the people coming to the playground must be established and maintained if the playground is to continue to attract them. A worker whom the children like because he is kind and fair gains their confidence, exerts a strong influence over them and attracts them to the playground. If parents have confidence in the worker and respect him, they will encourage their children to attend his playground. The worker therefore strives to build up the friendship and respect of all who come to the playground to use the facilities, take part in activities or merely to watch others play.

A first step is to get acquainted with the children, to learn their names and interests. Registration helps make this possible and also gives the worker a knowledge of where they live and other valuable information. He makes everyone who comes to the playground wel-

come and at home; this is especially important in the case of adults who come with their children or to take part in activities. He pays special attention to the newcomer, whom he introduces to others and helps find and join an appropriate activity or group. He makes the diffident or timid child feel at home and lose himself in enjoyable group activity.

A cordial "Good Morning" or "Good Night" helps establish a friendly spirit. The worker does not tolerate excessive familiarity on the part of patrons, especially children. He insists that children treat him with proper respect at all times. To this end, he does not permit his given name and teaches children to address him courteously by his surname, i.e., Mr. Blank. He takes advantage of free play periods, noon hours and other times when no special activities are scheduled to become better acquainted with the individual children. As someone has stated, "Often the only happiness some children ever realize is when they are enjoying opportunities for self-expression on the playground." The leader has a real responsibility, even when he is tired, not to jeopardize the children's happiness by being impatient, cross or discourteous. He carefully avoids giving too much time to a limited group of children and remembers that all children are entitled to a fair share of his time and attention. The good leader shows no favoritism and grants special privileges without partiality. He avoids the practice of giving treats to special groups.

As a part of his responsibility to the playground patrons the director takes every reasonable precaution to assure their safety at all times. To this end he insists that they obey the rules for the proper use of the various areas and equipment. He does not permit swearing, gambling, bullying, loafing or other unbecoming conduct, but attempts to interest potential trouble makers in forms of absorbing activity, and if possible enlists their help in some way. He forbids dogs, firearms, toy guns and bean shooters on the playground. He encourages all to keep busy, knowing that self-government reduces discipline problems, and he suggests to the children what they can do instead of calling their attention to things they cannot do. When discipline is necessary he administers it with judgment and fairness, using "firm kindness and kind firmness." He keeps a watchful eye out for men of questionable character who may come to the playground for immoral purposes, especially in the vicinity of the wading pool, apparatus area or girls' section, and immediately notifies the police in case his suspicions are aroused. He watches for men who for no good reason loiter in their cars around the playground.

In a tactful way he insists on decent standards in dress and cleanliness on the part of children and adults. On playgrounds with facilities or apparatus which present special hazards when unsupervised, the worker does not permit children to stay on the playground during lunch and supper hours, but encourages them to go home promptly as soon as the playground is closed in the afternoon or evening.

His object is to help the playground afford a maximum of wholesome, enjoyable play activity for the largest number of people. To this end he helps the children get the most fun from their games—and at the same time develop sportsmanship, courage, unselfishness, quick decision, obedience to rules, cooperation and other desirable qualities. He takes an active interest in all their play activities, even if by only a passing word or suggestion. He helps them to avoid disappointments and gain more satisfaction from their play by coaching or teaching them to play more skillfully; to accomplish this he joins with them in their play for brief periods. He encourages participation in special groups or classes and tries to enlarge the range of children's interests. He allows as much freedom as possible in all play activities provided it does not interfere with the rights or safety of others. He encourages children to accept responsibility for playground activities and fosters self-government but does not let the children, youths or adults "run" the playground, because he realizes that he is paid to do this. He sees that all age groups have a fair use of all game areas and facilities and that the girls and women are not neglected.

Neighborhood groups and patrons who attend regularly are given the first opportunity to use the facilities, provided there is more demand for their use than can be granted. The worker accords proper reception and treatment to all visiting groups but since they generally come to the playground to see it in operation, the leader does not abruptly stop the activity in which he is engaged. As soon as he can conveniently do so he greets the visitors, who are sometimes introduced to the children. He listens attentively to all complaints by neighbors, parents and children, and attempts to deal justly with all. Persons who raise questions of an argumentative nature involving matters of policy, or relating to parental problems which the worker cannot handle satisfactorily, he refers to the department office.

The building up of a large, happy, loyal clientele is the best evidence of the playground worker's success in dealing with the people who come to the playground.

The Worker and the Program

"The play's the thing" and the chief job of the playground worker is to provide it. Children come to the playground to swing, to wade, to play in the sand, to take part in games, to dance or to sing. Unless they can do these things the playground fails to make its appeal. The establishment of friendly relations between the children and the workers is essential to the fullest enjoyment of these activities, but unless these are supplied only a limited number will be attracted to the playground. The planning and carrying out of a rich, varied, well-balanced program demands training, resourcefulness and understanding on the part of the worker.

What are some of the ways in which he accomplishes this? The program must provide something for all ages, interests, types and groups, with new activities or special features each week. In planning his program the director fully utilizes the facilities, schedules activities when the groups can best enjoy them, takes into consideration the hot periods of the day, alternates strenuous and quiet activities, makes use of the skills of his assistants and the help available from special supervisors, encourages evening community programs, and balances informal activities with special groups such as clubs, classes and organized teams. He recognizes the interest value of tournaments and contests but makes sure that all stages of skill and ability have a fair chance to achieve success. He conforms to the daily and weekly schedule submitted on his project sheet or prescribed by his superiors, although he is ready to make adjustments in it due to rainy or cool weather or some unforeseen development. He considers constantly the best interests of all on the playground and is careful not to "ride" his own hobby. He studies previous reports of the playground where he is working and learns all he can about the former workers, programs, successes and failures, in order that this information may help him in shaping his own program.

He does not overlook the importance of learning and observing sound techniques in program planning and administration. For example, he follows the best methods of introducing, teaching and conducting various types of activity and avoids other methods used in the school room which are not successful on the playground. He calls children's attention to coming events of unusual interest and encourages them to take part. In this connection he makes effective use of the bulletin board. He pays careful attention to details in the preparation for special events so as to avoid last-minute confusion

and disappointment. When an event has been approved by the supervisor he arranges for judges to be appointed, necessary equipment to be ready, grounds to be prepared, awards to be provided, records to be made of the winners and necessary police protection to be available. In the case of inter-playground or city-wide events, he provides for suitable transportation. The worker makes sure that announcements of the event and the results are sent to the press and posted on the bulletin board. He helps assure maximum benefit from the visits of the special teachers and supervisors by announcing the time of their visits, helping to organize groups, preparing facilities and materials, and refraining from scheduling special events at the same hour.

The wise director does not permit organization to reach the point where workers get so engrossed in the machinery that they kill the spirit of free play. The program is the leader's servant, not his master. Much of the time the worker acts as a starter—he gets a group started in an activity, then goes on to another, returning from time to time to see how the first group is getting on and to offer helpful suggestions if necessary. In this way "directed freedom" is secured. He also multiplies his usefulness by discovering, training and using natural leaders who can help with various parts of the program, and he forms them into a junior organization when such procedure promises to help the program. He takes advantage of special occasions such as playground assemblies to make important announcements, to report items of special interest and to recognize winners in games and contests. He encourages home talent programs but insists that all numbers be approved by him before they are presented. He sees that for at least one period every day each age and interest group on the playground receives some special attention from one of the workers.

The Worker and Colleagues

Playground service is essentially a cooperative project and the spirit of good will among all members of the playground staff is essential. Friction or ill feeling among workers on the same playground should not be tolerated as it makes impossible the fulfillment of the purpose of the playground. The spirit of play can prevail only in an atmosphere of friendly cooperation, so satisfactory play conditions obtain only if leaders cooperate heartily. Children are quick to sense trouble between workers, and differences should never be discussed in their presence.

A definite understanding as to the respective duties and responsibilities is one of the most effective methods of maintaining a happy relationship among the workers. Each individual knows to whom he is directly responsible and accountable for the performance of his duties. He also knows his precise relationship to every other person who serves on the same playground or who comes to the playground in the performance of his duties. He takes up complaints and grievances first with his immediate superior. He discusses with the executive only those problems on which an understanding cannot be reached otherwise.

The personal relationships between workers and the resulting problems may be grouped under two headings: (1) those arising between workers on an individual playground, and (2) those arising between these workers and other members of the department staff.

On the Same Playground

On every playground one person should be in charge and have final authority. Where there are codirectors (as is sometimes the case, especially where the playground is divided between an area for boys and another for girls), occasions requiring a decision may arise when the two directors differ as to the action to be taken. In such situations serious difficulty may result. Where a single director is in charge he assumes full responsibility for decisions and for the results; when the director is absent he designates a subordinate to act for him.

Friction is minimized by having a definite assignment of hours of service. Workers adhere to them, being especially careful not to overstay lunch or supper periods, since doing so may inconvenience their fellow workers. The director makes each worker responsible for a definite part of the program and for carrying on certain duties regularly. He does not relegate all uninteresting or routine tasks to his subordinates but attempts to utilize fully and develop their respective abilities. All workers help with certain parts of the program, such as informal activities and special feature events. The director enlists the cooperation of his assistants in working out the daily schedule of activities, in assigning the use of facilities and areas and in the distribution of supplies to the end that all groups may have fair consideration. When bulletins or communications relative to the playground are received from the department office the director shares and discusses them with his workers. He always welcomes their ideas and suggestions, and they should accept his

orders and criticisms in the same spirit. An occasional interchange of duties sometimes helps develop new ideas and better methods and gives subordinate workers an opportunity to grow in their jobs. Workers respect and trust each other and are ready to share the credit for any achievements or honors which may come to the playground. They insist that all fellow workers be treated with respect by playground patrons. The director appreciates faithful service on the part of his workers and reports their exceptional achievements; they in turn give him their loyal support. Both director and assistants feel free to discuss frankly all criticisms, shortcomings and failures, and these are not reported to the supervisor until an opportunity has been afforded for correcting them.

Difficulties with the caretaker or janitor occasionally give rise to greater friction on the playground than differences between the members of the leadership staff. Cooperation usually prevails where the specific duties of the caretaker are defined and the services which the director may call upon him to perform are outlined in detail. The director knows from whom the caretaker receives his orders, if he himself is not responsible. He uses tact and diplomacy in dealing with the caretaker, and makes him feel that he is performing an important task. If the caretaker is treated with consideration, is informed as to the objectives of the playground, is given occasional recognition and praise for doing good work and is provided with a schedule of activities so he can plan his own work, his cooperation is likely to be assured. On the other hand, if he is imposed upon and is not treated with respect by the playground leaders and if they permit patrons to abuse the playground facilities, he is likely to make their work difficult. Leaders neither ask him to perform unnecessary tasks nor assume any of his duties except with his express permission. In case difficulties arise which cannot be settled satisfactorily on the playground, the director refers them to the superior or department office. Where the caretaker or janitor is responsible directly to the playground director such difficulties rarely occur.

Workers treat volunteers serving on the playground with consideration, as people who are giving their time and service. Workers ask them to do only useful tasks and take full advantage of their special skills and abilities. On the other hand, workers hold the volunteers responsible for fulfilling their assignments and teach them that what they are doing must be related to the entire playground program. Under no conditions do workers permit a person to enroll as a volunteer in order to serve some selfish end or ulterior purpose.

Other Workers

Relations with other members of the playground staff are more varied and infrequent but nevertheless important. Unless a special effort is made to explain carefully the purpose and functions of the supervisory staff, misunderstandings between supervisors and workers on the individual playgrounds may occur. If the general supervisor is considered a counselor, guide and helper who is eager to make his experience or special skills contribute to the effectiveness of the director's program, his visits are likely to be beneficial. If, however, he is looked upon as a person who comes to the playground to check up on the worker and to report his shortcomings, the value of his service is largely lost. The supervisor inspires confidence and demonstrates his helpfulness to the workers on the playground. His visits are long enough to enable him to form a fair judgment of what is going on at the playground. He discusses with the workers the weaknesses in their program, suggests ways in which it can be strengthened; points out respects in which a worker has failed to abide by the rules of the department and offers suggestions for correcting his shortcomings. He expresses appreciation for unusual or faithful service and his reports to the office are fair and give credit to the workers for work well done. If he is in charge of a special activity, he does not stress his own special subject to the detriment of others. Special supervisors do not compete unfairly for time and emphasis upon their own particular activity.

The director of the individual playground, in return, has certain obligations toward the general supervisor. He deals with him directly on all matters for which the supervisor is responsible and does not "go over his head" by reporting directly to the executive. He consults the supervisor about all special features, inter-playground activities, requests for special equipment or personnel, proposed changes in program, duties or hours of workers on the playground or in its equipment. The director takes no action on these and related matters except with the approval of the supervisor. He is also fair in reporting conditions on the playground and does not try to "show off" at the time of the supervisor's visits. He keeps a list of questions and problems to be discussed with the supervisor; but does not immediately stop what he is doing when the supervisor arrives, because one purpose of the visit is to see the playground in action. Much the same relationships exist between the director and the superintendent of recreation in the smaller cities where the superintendent performs the duties of the general supervisor.

The playground director also comes in contact with special activity supervisors and specialists who visit his playground from time to time, often according to a definite schedule, to assist him in developing special phases of the program or to conduct activities and teach skills in the activity. The director does all he can to utilize fully the time and talents of these workers by announcing their visits in advance, refraining from scheduling competing activities and following up the visits with suitable projects. When he organizes groups and prepares facilities and materials for their use, the director helps the supervisors and specialists to make a maximum contribution to the playground program. On the other hand these workers must not expect that all other activities will be neglected when they come to the playground or that the leaders can give them undivided attention.

In all relations between workers, confidences are never violated. Special activities, outings and entertainments for members of the playground department staff have proved effective means of developing better understanding and coöperation between workers in a number of cities.

The Worker and the Playground Plant

The many details which must be looked after in maintaining the grounds, facilities and equipment in good condition were listed and discussed in an earlier chapter. Regardless of the specific allocation of duties with respect to playground maintenance, each playground worker shares the obligation to maintain the playground plant at the maximum of efficiency and order. Some of the specific ways in which the playground worker accomplishes this are discussed below.

He enforces all rules and regulations relating to the use and misuse of buildings, equipment and grounds; regularly inspects apparatus, supervises its use and upkeep and orders repairs immediately; makes certain that all buildings and features such as the wading pool are regularly cleaned and kept in a sanitary condition; permits no health or accident hazards on the playground; keeps courts well marked; locks up equipment when the playground is not in use; makes sure the playground flag is flying, the drinking fountains are operating and the lights in the buildings and grounds are functioning. He arranges for the regular collection and disposition of playground waste; locates play areas and supervises play activities so as to avoid broken windows or annoyance to neighboring property; gives regular attention to the care and maintenance of all land-

scaped areas; makes sure all rooms in playground buildings are well ventilated and takes every precaution to prevent fires in them. He forbids the posting or distribution of advertising notices or posters on the playground.

He is equally alert in the care and use of playground supplies. He keeps an inventory; provides a place for everything and keeps it in its place; develops a system of giving out and checking in all supplies; restricts the kinds of supplies to be used outdoors on rainy days; makes needed repairs at once; uses no school equipment without permission; apportions supplies fairly among all groups; is careful in the storage of handcraft materials; keeps the storeroom or supply cabinets locked; insists on the proper use of game materials; does not permit supplies or equipment to be taken from the playground; turns in for exchange all materials worn out or no longer needed.

He does not loan his keys for buildings, grounds or equipment; insists that people wear suitable shoes when using courts or building; forbids the playing of baseball, golf, archery or bicycle riding except on specially designated areas; makes sure that benches are placed where needed and not under the apparatus or in out-of-the-way secluded spots; keeps a careful record of all permits; grants no special privileges; arranges for local playground teams and groups to have first choice in the use of areas and facilities; obtains for his playground, for regular use or on special occasions, such facilities as lights, hydrant showers, moving picture machines, band stand or bleachers; makes certain that school buildings are kept locked except at stated times or unless certain rooms shut off from the rest of the building are made available for playground use. He makes sure that insofar as space and funds are available, game facilities, equipment and apparatus are installed that will serve the greatest variety of interests and uses. By the adoption and enforcement of good housekeeping rules he materially facilitates playground operation and insures a greater return in service rendered.

The Worker and the Neighborhood

The attitude of the people in the neighborhood toward a playground appreciably influences its success. If they are thoroughly convinced of its value and have enjoyed its facilities and activities, they are ready to support it wholeheartedly and to protest vigorously any suggestion that it be closed or its program curtailed. On the other hand, if the playground has been conducted inefficiently

and has had only a mediocre program, its closing or a budget reduction does not cause serious objection on the part of the people. If it is mismanaged and is a bad neighbor, there may even be a demand that it be closed. The development of a spirit of good will toward the playground on the part of the community in which it is located and the interpretation of the service it is rendering are functions which must not be overlooked by the playground worker. His responsibility does not end with knowing, greeting and serving all who come to the playground. At the earliest opportunity he makes the acquaintance of the leaders and people of influence in the community or neighborhood—the newspaper editor, clergymen, school principal, policemen, firemen, ward leaders, bankers and storekeepers. Each contact or interview provides an occasion for interpreting playground ideals and services and of offering and requesting cooperation and interest. He loses no time in meeting the neighbors, in convincing them that everything possible will be done to make the playground an asset and not a liability and in assuring them that any suggestions or complaints will be listened to and followed up sympathetically. The worker consults with the parents in instances where some problem has arisen which their cooperation might help solve. He attempts to find out why people do or do not come to the playground. Where the facilities of the playground are suitable for adults and young people the director seeks out the street corner gang, the pool room crowd and the athletic and social clubs and invites them to use the facilities.

The worker also gets in touch with organizations which might be interested in the playground, such as the Parent-Teacher Association, the civic clubs, the American Legion or the women's clubs. He suggests specific ways in which they may help the playground, either as a club or as individuals. He works closely with the school principal and classroom teachers and enlists their cooperation in telling the children about the activities offered at the playground. As he comes to know the parents of the playground children he forms mothers' clubs, dads' clubs or other groups who assist the playground workers in various ways. He gives them definite opportunities to serve and arranges special projects for them, but under no condition does he permit community agencies or playground groups to organize playground events, arrange for prizes, donations or spreads for playground children, erect equipment or plant trees or shrubs on the playground without the express permission of the proper playground authorities. Yet he treats these groups with the utmost tact and avoids arguments with them.

By using different streets in coming and going between the playground and his home the worker learns about the conditions under which the people live and work. Unless the information is already available through the department, he finds out what facilities there are in the city for swimming, hiking, picnicking and winter sports; what museums, factories, public buildings and places of special interest might be visited by playground groups; what services available by the health, fire, police and other city departments might be utilized by his playground. He investigates the possibility of securing waste materials from stores and factories for use in the handcraft program; learns about existing music, drama, art or nature groups which might serve the playground or which individuals from the playground might join; keeps informed about all plans for special activities and events in the city and neighborhood in which the children might be interested or which might affect playground attendance. He investigates available indoor play space and the possibility of securing its use on rainy days.

Most important of all, he attempts to make his playground a genuine neighborhood center. He arranges activities that accommodate whole families, plans neighborhood fun nights, organizes teams and clubs for parents, conducts father-and-son and mother-and-daughter tournaments and arranges talent programs in which neighborhood groups and individuals participate. He makes the playground the center for holiday and special day celebrations in the neighborhood and gives groups in the community a share in planning the program. The playground director who takes his neighborhood into his confidence and makes it aware of the playground finds that, as stated in a bulletin issued by the Memphis Recreation Department, "going to the playground becomes like going to the corner grocery store, the drug store, the church or any other indispensable neighborhood institution."

In addition, to build up neighborhood good will and support, workers:

1. Never solicit merchants for merchandise prizes nor for advertisements in the playground paper.
2. Keep in touch with the police, soliciting their help in problem cases, offering cooperation in eliminating trouble caused by playground children, and advising them of special events.
3. Never permit noisy outdoor activities during the late evening hours.
4. Encourage children to be quiet in returning to their homes in the evening and to be courteous to the neighbors.

5. If they are authorized to submit information directly to the press, give the newspapers prompt releases and accurate reports of playground happenings.
6. Take a census of neighborhood opinion before installing lights for evening play.
7. Locate game courts and fields in such a way that balls are not batted or thrown into neighboring yards.
8. Use neighborhood leaders and city officials as judges and officials at feature events, to give out awards and for other special duties.
9. Have the Sunday use of the playground conform to public opinion and desires of the neighborhood, making certain that such use causes no disturbance of religious services in the immediate vicinity.

If the playground is operated on a year-round basis the director has opportunities to visit the homes, make a careful survey of the neighborhood, check closely on attendance and the distance traveled by people using the playground, and discover the special play interests, skills and desires of the people in the neighborhood. He organizes a playground council composed of representatives of the various playground groups to help in determining play needs and in developing a program to meet them.

In Conclusion

Miss Dorothy C. Enderis, who for many years was responsible for the playground program in Milwaukee, defines some of the essentials to successful service on the playground in the foreword to *The Playleaders' Guide.*[1] She points out that whereas the backbone of playground success is a well-planned, varied, well-balanced and consistently carried out program, above the program stands an intangible something called spirit or atmosphere. The mainspring of this spirit lies within the heart of the playleader. The successful leader, according to Miss Enderis, does not think and plan primarily in terms of the "playground" but of the boys and girls, men and women whose lives it is his privilege to touch and whose happiness it is within his power to enhance. Her closing words provide a real challenge and inspiration to all who are engaged in work on the playground or are considering recreation leadership as a career:

"A playleader who perfunctorily carries on activities and guards his playground against physical mishap has a job. He who adds

[1] The Playleaders' Guide, Milwaukee, Public Schools, 1935.

skill and technique to these duties creates a profession, but he who crowns his profession with consecration and devotion performs a mission, and the children, youths and adults who come to him for play and sport carry away deeper values and greater riches than the mere memory of a happy day, and the community which has intrusted to him the leisure hours of its citizenry shall call him blessed."

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